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ABSTRACT

A technical assistance effort was conducted to help local agencies develop and implement bilingual vocational training (BVT) programs without direct federal support or to help agencies that provide some BVT-type services develop their programs into more extensive BVT models. A series of three regional meetings were held for prospective BVT programs. These meetings articulated the basic concepts of BVT models, presented resources, and led participants in preliminary planning for program implementation. Eight agencies were selected as aspirants that received customized on-site technical assistance to help develop and implement BVT programs. As a result, one project put in place a BVT program, and three other projects developed BVT programs to a point where they were awaiting clearance of external factors to implement them fully. Two of those three were expected to be operating shortly. Recommendations were made for the continued support of the type of technical assistance that was provided. (Sample materials are appended.) (YLB)

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PROMOTING LOCAL ADOPTION OF A BVT MODEL:

Final Report of the Training and Technical Assistance Project

by:
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December 1987

Government Project Officer: Nancy E. Smith

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PROMOTING LOCAL ADOPTION OF A BVT MODEL:

Final Report of the Training and Technical Assistance Project

Executive Summary

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December 1987

I. INTRODUCTION

For over ten years the U.S. Education Department, Office of Vocational and Adult Education (OVAE), has been supporting the idea and practice of Bilingual Vocational Training (BVT). BVT is an instructional and program model for providing short-term skill training to limited English proficient (LEP) adults, a model which teaches vocational skills concurrently with job-specific ESL and which incorporates some means of using the native language in the vocational instruction as a transition into English proficiency.

Among other types of programmatic and funding efforts, OVAE has provided grants to some 150 agencies over the years for direct support of BVT programs. Since the need for BVT exceeds OVAE's ability to provide direct funding of such services, we attempted in this contract, beginning in October 1986, to develop, through training and technical assistance, the capability of local agencies to provide BVT services without this direct federal support.

The central objective of the technical assistance effort was to help local agencies develop and implement BVT programs without direct OVAE grants, or to help those agencies which provided some BVT-type services develop their programs into more extensive BVT models. As a supportive objective, the project also sought to familiarize a wide array of agencies with BVT model concepts and resources. The targeted agencies included local education agencies, community-based education and social service organizations, and institutions of higher education, usually community and junior colleges.

To accomplish these objectives, RMC conducted two major types of activities. In one activity, a series of three regional meetings were held across the nation for prospective BVT programs, in which we articulated the basic concepts of BVT models, presented resources, and led participants in preliminary planning for program implementation. From among the meeting participants, eight agencies were selected as "aspirants" for the second major activity, that of customized on-site technical assistance to help develop and implement BVT programs. The remainder of the report describes each activity and aspirant site, examines the impact of the project on actual BVT implementation, and provides recommendations for continued support of such technical assistance.

In planning the project, we were assisted by a Technical Advisory Group, including representatives from national BVT experts in universities, local BVT project directors, the U.S. and State refugee service systems, the U.S. Department of Labor, and the Boston Private Industry Council. Their names and addresses are included in Appendix A.

II. THE REGIONAL MEETINGS

The more specific purposes of the regional meetings were to: 1) provide information and improve the skills of personnel from non-OVAE-funded programs serving or planning to serve LEP adults in vocational education programs; 2) provide a forum for OVAE-funded and non-OVAE-funded program personnel to share ideas and establish contacts for helping each other with program development; and 3) provide information for RMC staff to select eight non-OVAE-funded programs for follow-up technical assistance in BVT. Three regional meetings, two-and-one-half days each, were held in New York City (January 26-28), Oakland, CA (February 9-11) and Houston, TX (February 23-25).

The meetings served 100 people from 64 different organizations. Participants were recruited through national solicitations in State Education Agencies' offices of Adult, Vocational and Bilingual Education, through the U.S. Office of Refugee Resettlement and its State affiliates, and through professional associations such as Teachers of English to Speakers of Other Languages and the American Vocational Association. No participation fee was charged to participants, although each had to pay his/her own travel expenses, which were generally funded by their affiliated agency.

The information and training in the meetings focused on eight topics:

- Overview of BVT
- Job Market Assessment
- Student Assessment
- Networks and Materials
- Coordination of the English Language and Vocational Components
- Private Sector Linkages
- Sources of Funding
- Action Planning and Proposal Writing

RMC staff and outside consultants conducted the workshop sessions at the meetings. Furthermore, a panel presentation by staff of OVAE-funded projects which had especially effective strategies in given topic areas from the list above was structured into each workshop session. An action planning activity was threaded through each session, with a consolidated action plan, weaved from the threads from each session, being developed as the final product of the meeting. To support the training activities, resource materials were provided to each participant. These materials included: a guidebook developed specifically for the meetings by RMC, Americas Corporation's catalogue of BVT materials, the Refugee Materials Center bibliography, and three texts on essential BVT concepts and program strategies (Promising Programs and Practices: Vocational Education for Limited-English-Proficient Adults, Instructional Materials for Bilingual Vocational Education, and Strategies for Using External Resources in Bilingual Vocational Training Programs -- citations presented in the full report). The workshop sessions and general meeting structure were evaluated highly by participants, with the action planning activities seen as particularly effective.

III. THE TECHNICAL ASSISTANCE

The specific objective of this component of the project was to help eight local agencies to develop and implement a BVT program where they had none before, or to significantly improve upon basic BVT elements they may have had in place at the outset of the TA.

Selection

The eight "aspirants" were selected from among the regional meeting participants on the basis of four major criteria: 1) high level of interest in BVT; 2) sufficient agency capability to gather or acquire the necessary monetary, staff, and curricular resources for a program; 3) demonstrated understanding of basic BVT concepts from the workshops; and 4) diversity of geographic spread, language groups served, and institutional types.

To apply the foregoing criteria, RMC staff used the written information from each project in two sources: the program description and needs assessment parts of their regional meeting pre-registration forms, and their action plans prepared during the regional meetings and submitted to RMC before leaving. The RMC staff developed specific indicator criteria, and each interested participant's written materials were rated on the indicators independently by the staff. The ratings were pooled and eleven programs clearly stood out from the rest as candidates to receive TA. Further information on the eleven was gathered by telephone consultations with staff at the sites and from OVAE. The result was a rank-ordering of the eleven, with the intention that the first eight that agreed to participate would become the TA recipient sites. In fact, the first seven agreed to participate, and because of circumstances described in the full report, an eighth from outside the list of eleven was added. The final list of TA recipients was (alphabetically by project name):

1. CHINATOWN PLANNING COUNCIL, 83 Marlborough Rd., 2nd Floor, Brooklyn, NY, 11226, Mr. Peter Fu, Program Director

2. FLATBUSH DEVELOPMENT CORPORATION, Refugee Assistance Project, 1418 Cortelyou Rd., Brooklyn, NY, 11226, Ms. Jennifer Monroe, Project Director

3. KANSAS CITY REFUGEE ASSISTANCE CENTER, 220 South Ninth St., Kansas City, KS, 66101, Ms. Jane Henry, Director

4. OAKLAND CHINESE COMMUNITY COUNCIL, Family Services, 310 8th St., Suite 215, Oakland, CA, 94607, Ms. Beatrice Lee, Division Manager

5. PHILADELPHIA SCHOOL DISTRICT, Bilingual Vocational Education, John F. Kennedy Vocational Center, 734 Schuylkill Ave., Philadelphia, PA, 19146, Mrs. Wilhelmina White, Coordinator of Vocational Education for LEP Students

6. POLISH AND SLAVIC CENTER, Refugee Assistance Program, 176 Java St., Brooklyn, NY, 11222, Mr. Christopher Olechowski, Director

7. SWEETWATER UNION HIGH SCHOOL DISTRICT, Adult Education Division, Special Projects Center, 1034 Fourth Ave., #502, Chula Vista, CA, 92011, Ms. Susan Yamate, Projects Specialist

8. TOLEDO PUBLIC SCHOOLS, Special Needs Department, Manhattan and Elm, Toledo, OH, 43608, Ms. Raquel Snyder, Special Needs Supervisor

Needs Assessment

In the process of selecting the aspirant sites, the RMC staff acquired considerable familiarity with each program and a strong sense of their needs in relation to, one, which components of BVT or supportive elements were most central to their further development and, two, in which areas we could be of most help. Common areas of need, and prospective TA topics, included:

- Job Market Assessment
- Task Analysis of Job Requirements
- Curriculum Design
- Instructional Materials Identification, Evaluation and Adaptation
- Project Advisory Council Establishment
- Gaining Needed Resources
- Coordinating the Vocational and Language Components
- Student Intake and Assessment
- Visit to OVAE-funded BVT Program (Host) Site
- Community Needs Assessment
- Conceptualizing and Organizing a BVT Project

Next, for each aspirant, the RMC central staff reviewed relevant information and developed a tentative list of TA needs at each site, including the general area of need (e.g., coordinating language and vocational components), a more specific articulation of that area (e.g., for vocational staff to gain an understanding of special LEP adult learning problems and strategies), and initial ideas about the form of the TA (e.g., a meeting with the prospective program's "higher authorities" to obtain their support for the BVT efforts and directions at the site). These tentative plans were then written and mailed to the contact person at each site for their review and negotiation with the RMC staff member assigned as the liaison for the respective site. In most cases, adjustments were made, either in eliminating or adding topics, or both, narrowing or expanding the scope of the topic, or changing the TA format. Additionally, schedules for the TA were set during this negotiation phase.

Host Site Visits

Visits of prospective BVT program staff to established, OVAE-funded sites were planned from the outset of the project to be a common activity offered to all aspirant sites. This TA contract paid the travel expenses for up to two staff members from each aspirant to a host site. Six of the eight aspirants participated in such visits. Host sites were selected on the basis of several criteria:

- match between host and aspirant on: a) vocational training skill
  b) institutional type
  c) language groups served
- host site having a reputation as a particularly successful program
- ability of the host staff to accommodate the visit and actively prepare and implement it
- geographic proximity to the aspirant

While perfect matches on all criteria were not always possible, the key concern was to arrange a visit which would provide the best learning experience for the

aspirant. As a result, written objectives and desired activities for the visit were developed between the aspirant and RMC staff member who would conduct the visit. These written materials were then given to the host staff and used as a basis for planning the host visit.

The following matches were made for the host site visits conducted:

Host Site	Visiting Aspirants
Arlington (VA) Public Schools	Chinatown Planning Council (NYC) Toledo (OH) Public Schools Philadelphia School District
Arizona State Department of Education/ Maricopa Community College (Phoenix)	Kansas City Refugee Assistance Center Flatbush Development Corporation (NYC)
Chinatown Manpower Project (NYC)	Flatbush Development Corporation (NYC)
Elk Grove (CA) Unified School District	Sweetwater Union High School District (CA)

The major activities at the host site visits included meetings with host staff members to describe the host program and to discuss possible applications to the aspirants' sites, observations of classes, discussions with students, examination of curriculum and instructional materials and of such program support materials as record keeping systems, recruitment literature, student assessment instruments, and usually the development of some plan for follow-up help from the host to the aspirant. The clearest benefits of these host visits were that they provided the aspirant staffs with very concrete images of operating programs to help the aspirants better clarify their own goals and plans, and they most often provided resource materials specifically applicable to their planned programs' student and content types.

Aspirant Site Technical Assistance

Activities with the aspirant sites were of four major types: staff workshops; meetings with from one to a few staff to analyze current programs and develop plans for changes; participating in meetings with persons external to the aspirant program such as potential funding source personnel or others whose support was needed; and RMC staff work at the "home office," reviewing and critiquing aspirant planning documents, identifying resources, gathering background information to assist the aspirant, etc. Most of the latter information or products were then transmitted to the aspirant by mail or phone. All aspirant site TA took place from May through September 1987.

Actual site visits to aspirants took place twice in most cases, once in the minority of sites. These visits lasted from one to four days each. In the cases of workshops conducted on site, often two RMC staff members would conduct the sessions, one attending only for those sessions in which he or she was the specialist. External consultants (listed in Appendix B) hired by RMC also helped conduct specialized sessions for these workshops or to advise aspirant staffs in their planning processes.

IV. IMPACT OF TECHNICAL ASSISTANCE AT ASPIRANT SITES

Information about the TA impact was obtained from RMC staff observations throughout the TA process and as a result of a phone survey of aspirants conducted in October, after all TA activities had ceased. Detailed results of specific changes which have already been made or are planned for the immediate future are itemized in the full report. An analysis of overall aspirant program impact, however, indicates the following results of the TA: One project is now conducting BVT where it had not at all before the assistance. Three others have all the major components in place and are awaiting the clearance of external factors to be fully implemented. It is reasonable to expect that two of those three will be operating by the time this report is submitted, and that the barriers the third faces may be insurmountable for some time now. Three programs had some key elements of BVT, but have enhanced their services to some degree. Finally, one program has the basic groundwork for a pilot program laid, but needs external resources to support it and is only at this point at the earliest stages of seeking those resources.

For the approximate cost of one direct service BVT grant, the TA has effected the initiation of one BVT program with certainty, two more with extremely high probability, has enhanced the BVT services at three other already existing programs, and has raised the probability, low though it is, of still two others being created at some future date. The RMC staff thus considers the TA effort effective. In addition, many other programs and staff around the nation are now aware of, and have some preplanning skills in, BVT and thus should be considered fertile ground for BVT development.

V. RECOMMENDATIONS

1. OVAE should continue and expand special projects to raise national awareness and to provide training and technical assistance to non-OVAE-funded projects.

2. Regional meetings to familiarize service providers with BVT concepts, techniques and resources, while effective in disseminating information, must be supplemented by follow-up activity with the participants in order to have a realistic chance of effecting program changes and program initiations.

Corollary A: Regional meetings for the purpose of introducing service providers to BVT concepts, skills and resources, and for establishing and strengthening service networks, should be offered periodically by OVAE, recognizing them as a necessary though not sufficient condition for the extension of BVT programs.

Corollary B: Further regional meetings conducted for the same or similar purpose as this project's should explicitly account for the principles learned herein. These principles include:

1) Potential meeting participants should be identified and recruited from a wide variety of relevant sources, such as: teachers, administrators and curriculum specialists in bilingual, vocational, and adult education, both at the local provider and at the state levels; community college staff in urban areas; community based organization staff identified from immigrant, refugee, and other minority group central agencies at the state and national levels; professional organizations (e.g., American Vocational Association, Teachers of English to Speakers of Other Languages, etc.); and private businesses and

industries known to be involved in adult education partnerships with educational agencies (such as members of the Boston Private Industry Council, the National Alliance of Business, etc.).

2) The recruitment process should emphasize:
   a) the early mailing of distinctively attractive, concise promotional literature,
   b) considerable investment of key TA staff in telephone follow-up to mailings, and
   c) clearly identifying and prominently highlighting tangible participant incentives in all written and oral promotions.

3) Structural and logistical arrangements should include:
   a) OVAE staff presence at each regional meeting,
   b) a combination of in-house TA staff and external consultants as workshop leaders, and
   c) timely evaluative feedback to all workshop leaders to allow them to improve training in subsequent workshops.

4) Individual workshop sessions, in addition to incorporating sound adult learning principles, should:
   a) have trainers stress high quality learning of a few key ideas in depth rather than lower quality learning of a broad scope of material,
   b) arrange for a site visit to a nearby existing quality BVT program as one of the first workshop activities,
   c) integrate a panel presentation by experienced BVT practitioners into each workshop topic,
   d) weave an Action Planning component throughout all sessions and synthesize the results at the end, and
   e) develop high quality training materials to augment the training activities.

3. Technical assistance which is customized to the needs of individual aspirant programs and conducted on-site by a central coordinated team should be continued as the best means (outside of direct federal funding incentive) of moving agencies into BVT service provision or of making real program improvements.

Corollary A: Continued on-site technical assistance to aspiring BVT programs should apply the principles found to be successful in this project's effort.

4. OVAE should consider alternative technical assistance mechanisms for achieving its goals of broader BVT services without additional direct project funding.

These alternative mechanisms are recommended as supplements to, not replacements for, the recommendations made above. They include a BVT newsletter, the development and dissemination of a BVT Program Development Handbook, seed support of regional BVT practitioners' networks, and the continuation of the present system to collect, catalogue, and disseminate BVT curriculum materials.

5. OVAE should identify the unique problems associated with conducting BVT programs without OVAE funding, identify successful strategies in overcoming these problems, and disseminate both in a manner useful for local practitioners.

6. OVAE should maintain contact with and support of the eight aspirant programs which received on-site technical assistance in this project. Such contact and support could include: a letter of acknowledgement and offer of assistance, mailing of regular information items ordinarily sent to funded projects, inclusion in funded program directors' meetings, an invitation to submit materials for OVAE's ongoing collections, and solicitation of their suggestions for services needed.

ACKNOWLEDGMENTS

Several people go unmentioned throughout this report, yet their contributions to the project were key to any of its positive accomplishments. We wish to take this opportunity to thank them for their help.

First to be acknowledged are the members of the project's Technical Advisory Group (TAG). The TAG members included (with full addresses in Appendix A):

- Dr. Curtis Bradley, Professor, Florida International University, Miami, FL
- Mr. Bruce Bushart, New York State Refugee Coordinator, Albany, NY
- Ms. Deborah Fauntleroy, Associate Director, The Boston Private Industry Council, Boston, MA
- Ms. Gerard Fiala, Employment and Training Administration, U.S. Department of Labor, Washington, D.C.
- Dr. David Hemphill, Associate Professor, San Francisco State University, San Francisco, CA
- Mr. Daniel Munguia, BVT Project Director, Houston Community College, Houston, TX
- Ms. Kimchi Nguyen, Office of Refugee Resettlement, U.S. Department of Health & Human Services, Washington, D.C.

These individuals spent time reviewing our plans early on in the process, critiquing preliminary workshop materials, and providing valuable suggestions for improvements. In several cases, they also provided logistical support such as putting us in touch with useful resources we otherwise might never have known about, making special arrangements for key parties to receive our recruitment information efficiently, and seeing to it that travel funds were obtained to support the regional meeting participation of a special group of refugee service providers, the Mutual Assistance Associations. Their efforts on our behalf and ultimately on behalf of all who partook of technical assistance through this project are much appreciated.

A number of BVT program directors were especially helpful to us in some of the key activities of the project. Dr. Ruth Petkoff of the Arlington (VA) County Public Schools, Ms. Gail Shay of Gateway Community College (Phoenix, AZ), Ms. LaVina Ward of the Elk Grove (CA) Unified School District, and Ms. Sue Lee of the Chinatown Manpower Project in NYC all gave generously of theirs and their staffs' time to host site visits for us and aspirant project personnel. Two other BVT project directors were particularly helpful with making the arrangements for the regional meetings in their own cities, helping with equipment, facilities, clerical support, and providing warm hospitality to all the visitors. These included Dr. Richard Duran of Peralta Community College, Oakland, CA and Mr. Dan Munguia of Houston (also on the TAG). Not only did the extra efforts of Richard and Dan and their staffs make the meetings more convenient, but in several instances allowed activities to happen that would not have otherwise, such as a tour of their program sites.

Within OVAE, the Contracting Officer's Technical Representative, Nancy Smith, was most helpful in keeping our direction clear, creative in helping develop solutions to problems, flexible and reasonable in accomodating changes we needed to make in the course of the project, and supportive throughout. Other members of OVAE staff, although not having as direct a responsibility for

this project as Nancy did, offered helpful comments throughout on our various draft reports, and sometimes helped with logistics. These individuals -- Ron Castaldi, Kate Holmberg, and Laura Karl -- along with Nancy, we thank wholeheartedly. The combination of their competent knowledge of the project's content and their ease in working with the contractor was refreshingly welcomed.

Within our own staff, more people contributed to the project than just the primary authors of this report. Germaine Nadeau, our administrative assistant and secretary, worked as hard as anyone throughout the year on producing materials, organizing files, keeping records, arranging activities, and sometimes coordinating us. As with all projects she works on, her contributions are most highly valued. From our Virginia office, Dave Nolan participated in the initial organization of this effort, worked as part of the central team to plan the regional meetings, and conducted sessions during the meetings as well as other workshops and technical assistance activities during the course of the year. Karen Nolan took charge of many of the recruitment activities and all of the facilities and logistical arrangments for the regional meetings, all of which came off without a hitch. She was assisted in these tasks by Trish Wilson. To those four, we are most grateful.

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I. INTRODUCTION

Bilingual Vocational Training Background

For over ten years the U.S. Education Department, Office of Vocational and Adult Education (OVAE), has been supporting the idea and the practice of Bilingual Vocational Training (BVT). BVT is an instructional and program model for providing short-term skill training to limited-English-proficient (LEP) adults, and usually includes these features:

- Vocational training with native language assistance, for example, the use of bilingual instructors or teachers' aides, peer teaching, or special learning laboratories;
- Vocational English as a second language (VESL) taught concurrently with the vocational instruction and geared to the specific language needed in the training and on the job;
- Counseling provided at least in part in the native language of the trainees, and the provision of other support services such as day care and transportation stipends, when needed;
- Training areas that are closely linked with the labor market needs in that local area, and an energetic and highly focused job development component;
- Active and culturally-appropriate trainee outreach, recruitment and assessment activities;
- The use of instructional materials specifically designed or adapted to be effective with LEP individuals; and,
- Coordination strategies to link program components at both the management and instructional levels.

OVAE has provided grants to support selected direct service programs, instructor training, the development of BVT materials, and the conduct of research studies. Approximately 150 awards have been made for direct program support, and over 10,000 limited English proficient (LEP) individuals and up to 1,000 instructors have received training through the Federal Bilingual Vocational Education program. This effort has been spurred by the understanding that both the lack of language abilities and the lack of marketable skills are formidable barriers in the path of economic self-sufficiency for LEPs, and

that the BVT model, providing training in both of these areas concurrently and within a well-developed program context, is a uniquely effective way of answering this need.

While the numbers related to OVAE's efforts are impressive, the need for such training far exceeds OVAE's ability to provide funding. The number of people living in the U.S. having a native language other than English is estimated at over 30 million, with an 33% increase anticipated by the mid-1990s.[1] Clearly if the BVT model is to serve the needs of the nation's underemployed and unemployed LEPs, the capability of local organizations to develop and implement the model without direct OVAE funding must be strengthened. While direct funding may not be possible, OVAE could provide support and guidance for such local efforts through the provision of training and technical assistance.

The Project

In October of 1986 Research Management Corporation (RMC) contracted with OVAE to provide such support through the project Promoting the Local Adoption of a BVT Model. The assistance helped those who conducted vocational training programs for LEPs, or who planned to conduct them, in local education agencies, community-based organizations, institutions of higher education, and other service agencies to adopt or adapt features of a BVT model and thus develop or improve their own programs without direct OVAE support. While the OVAE-funded projects did actively participate in the project during key activities, the focus was clearly directed at promoting and improving the practice of BVT with the non-funded groups.

1. R. Oxford, et.al. Projections of non-English language background and limited English proficient persons in the United States to the year 2000. Washington, D.C.: National Center for Education Statistics, 1980.

OVAE had provided support for regional meetings in the past, but this was the first effort to provide technical assistance to non-OVAE-funded programs as a follow-up to the meetings. The project was, therefore, innovative in design and a fresh Federal approach to the provision of BVT services to local practitioners. The primary objective of the project was to increase the ability of local practitioners to implement BVT-type programs without direct OVAE funding.

The training and technical assistance were provided through two basic means: 1) a series of three regional meetings which provided training in BVT to 100 practitioners from 64 programs around the country, and 2) direct technical assistance at eight non OVAE-funded project sites. In the regional meetings RMC, expert consultants, and then currently OVAE-funded BVT program staff provided information and skill development sessions, over a three day period, in the concept of BVT and basic components of the BVT models. Sixty-five percent of the 100 participants at these meetings were from non-OVAE-funded programs. As part of the training activities, these participants made plans for the implementation of BVT programs at their home sites, and the plans were used to begin the selection process for the eight programs to receive follow-up technical assistance.

The second major means of assistance was project-specific technical assistance provided to the eight selected programs, or aspirant groups. This effort was customized to meet the particular program development needs of each group, and usually included these features: 1) visits to the site of an OVAE-funded BVT program to observe successful features of interest, discuss areas of concern, and review documents and program materials, 2) visits of RMC staff and specialist consultants to the aspirants' sites to provide consultation and training services, and 3) support by mail and phone in BVT program development by RMC staff.

Including selection, preparation, planning, implementation and follow-up time, the technical assistance effort spanned seven months following the

regional meetings. It is upon the completion of that assistance, and the close of the project, that this Final Report is submitted. Its purposes are to document the activities of the project, to analyze the impact of the technical assistance, and to reflect upon the experience so as to recommend potential improvements in future efforts to attain the central goal of increased BVT services without increased direct OVAE funding.

The Structure of This Report

This report is organized in five sections. Following this introduction, Sections II and III present complete descriptions of the seminal project activities, first the regional meetings and then the technical assistance. The discussion of technical assistance is further narrowed into reports on site selection, the visits to OVAE-funded programs, and the assistance provided on-site and by mail and phone to the aspirants. These two largely descriptive sections are followed in Section IV by an analysis of the impact of the assistance provided. The report concludes with Section V's recommendations for future action.

II. THE REGIONAL MEETINGS

In this section of the report we describe and review the three regional meetings in BVT. The purposes of the regional meetings were to: 1) provide information and improve the skills of personnel from non-OVAE funded education programs serving or planning to serve LEP adults with a vocational education program; 2) provide a forum for OVAE-funded and non-funded program personnel to share ideas, network and learn together; and, 3) provide information on non-funded programs that could be used to select some programs for follow-up technical assistance in BVT.

Description and Analysis

Meeting Locales and Participants

The three regional meetings were held in New York City (January 26th-28th), Oakland, California (February 9th-11th), and Houston, Texas (February 23rd-25th). The New York and Houston meetings were held in downtown hotels, and the Oakland meeting was held at a BVT project site, the Edith M. Austin Skills Center. The three meetings served 100 people from 64 different organizations, and the breakdown of participants and organizations at the three meetings is shown in Table I.

TABLE I: REGIONAL MEETING PARTICIPATION

	ORGANIZATIONS				PARTICIPANTS			
Category	NYC	Oak	Hst	Totals	NYC	Oak	Hst	Totals
OVAE Funded	8	9	3	20	10	18	7	35
Not OVAE Funded	16	11	17	44	30	14	21	65
TOTALS	24	20	20	64	40	32	28	100

The organizations represented at the meetings included seven refugee Mutual Assistance Associations (MAAs), 29 organizations that can be described as community-based education or social service organizations, ten public school systems, and 18 community colleges. The participants included vocational and language instructors, counselors, job developers, program coordinators and directors, curriculum development specialists, bilingual teaching aides, planners, administrators and special projects personnel. A complete list of participants can be found in Appendix B.

It should be especially noted here that an OVAE staff member was present at the New York meeting. This was seen as very positive and beneficial. Participants have numerous questions and concerns that can often be best addressed directly by a knowledgable OVAE staff member. OVAE presence adds credibility and support to the idea of BVT. Additionally, having OVAE presence at the meetings with the contractor says, in effect, that this endeavor is a priority for the Education Department. OVAE presence at all three meetings would have been welcomed by both the contractor and the participants.

The choices of sites for the three meetings proved to be good ones. The NYC and Oakland locations were advantageous in that they attracted many local program personnel to those meetings, and were convenient and/or attractive sites for the out-of-town attendees as well. The Houston site was attractive for climate at that time of year to the non-southerners who attended, was inexpensive for out-of-towners, and encouraged participants from the nearby states to attend. While the Oakland workshop location offered the advantage of meeting in an actual BVT training site, giving a realistic and appropriate ambiance to the BVT meeting and lessening expense for the contractor, the participants' summative evaluations clearly show that the meetings held at hotels were preferred for superior meeting-room acoustics and general comfort.

The Content of the Training

Early in the planning process the decision was made to focus on selected aspects of BVT in-depth, rather than attempt to cover broader content in a more superficial manner. Essentially, the approach was to deliver an enabling rather than only an informing training package. The content was based on recommendations from the project Technical Advisory Group, RMC's review of the BVT literature and the advice provided by OVAE. Of fundamental concern here was the mandate that these workshops be geared primarily towards those who were developing or who were considering developing BVT programs, and that they reinforce the general trend of increased private sector involvement in such education efforts. The resulting content topics for the meetings were:

- BVT Overview (Keynote session),
- Job Market Assessment,
- Student Assessment,
- Networks and Materials,
- Coordination of the Language and Vocational Components,
- Private Sector Linkages,
- Sources of Funding, and
- Action Planning and Proposal Writing

More detail on the scheduling of the various sessions can be found on the agendas in Appendix C. As noted on the agendas, following the New York City workshop small changes were made in the amount of coverage of each topic, giving more time to Student and Job Market Assessment and slightly less to Networks and Materials.

The basic approach of not attempting to cover all areas of BVT (for example, student placement and counseling, and outreach activities were not directly covered) was indeed a good one. This strategy allowed for a larger

block of time to be devoted to the areas which were covered, increasing the opportunities for better conceptual and skill learning to take place. Even with this strategy, it was clear that more time could have been productively spent on many of the chosen areas. There were relatively few comments on the summative evaluation suggesting that more training was needed in additional areas. The few comments listed mostly suggested areas that could be addressed by augmenting one of the chosen content areas. One of the responses to the question on the summative evaluation, "Do you need more information on topics not covered?," was: "Workshops were designed more for those wanting to get involved more with BVT than for those involved already." This response indicates that the content areas were appropriately selected and presented for the 'unfunded' group. The comment by a funded participant, "I wish I'd had something like this at the beginning of the grant rather than the end", indicates that the training was useful for the funded group as well.

Visits to BVT sites as part of the agenda of the regional meetings were desired but could not always be conducted. Because of the Chinese New Year celebrations, a site visit could not be arranged in New York. A visit to the Edith Austin Skills Center was arranged in Oakland, but was poorly attended. The visit to the Houston Community College BVT site, however, was well attended and was found to be very useful. In regards to the Oakland and Houston site visits, the improved attendance in Houston may be in large part due to the fact that in Houston many participants were from out of town and staying at the hotel. The pressure that many of the Oakland participants felt to get home, or back to work, Wednesday afternoon was not as intense in Houston. Additionally, holding the meeting at the Skills Center in Oakland may have discouraged some people from spending additional time touring the Center.

In a perfect situation the training would have been three full days long and the site visit would have taken place during the first or second day.

This would have given the participants a basis for comparison to their own programs or situations, and a wealth of practical examples to reflect upon in the subsequent training sessions -- including the Action Planning session. However, it was recognized from the start that two and one half days was as long a time as most people could commit to this training, and so a less-than-perfect arrangement was made for the site visits. In retrospect it is difficult to see how the site visits could have been better arranged or scheduled, given the competing interests to be balanced.

The Use of Consultant Trainers

Once the early decisions were made on content area, the next major decision was to identify the sessions best handled by outside consultant trainers. Balancing budget considerations and in-house staff expertise and availability, the decision was made to use outside BVT specialists for the Overview (keynote), Coordination, and Private Sector Linkages sessions at all three meetings, and for the Student Assessment sessions in Oakland and Houston. Additionally, it was decided that, as much as was possible, we would attempt to keep the same trainers throughout the three meetings -- thus adding consistency to the meetings and enabling the trainers to improve and revise their sessions based on the participants' feedback. To facilitate this latter objective, whenever possible draft summaries of the participants' evaluations of the training session at one location were given to the trainers before the training took place at the next site. Several of the consultant trainers commented that this practice was helpful to them and was appreciated.

The session-by-session evaluations indicate that the sessions designed and conducted by both the consultants and RMC staff were very well received. While RMC's in-house capabilities are considerable, it should be expected that the

consultant trainers who have focused their careers on the specific area in which they were contracted to train would receive the higher scores on the participants' evaluations. The evaluations show that this is, in fact, the case. The mean scores on the session-by-session evaluation forms are shown in Table II.

TABLE II: SUMMARY MEANS OF REGIONAL MEETINGS' EVALUATIONS

	OVERALL	CONSULTANTS	RMC STAFF
The presenter was interesting.	4.27	4.47	4.04
The presenter was effective in getting the point(s) across, or in teaching me new skills.	4.31	4.43	4.18
The topic was useful to me in my work with LEP adults.	4.20	4.31	4.08
I learned something new.	4.12	4.23	4.00
The materials were effective.	4.21	4.29	4.12
The workshop activities were appropriate.	4.28	4.38	4.17

Note: Rating Scale is: 5 = very much, ... 1 = very little

The Use of OVAE-Funded Participants as Panelists

The personnel from the 19 projects that were then under funding from OVAE commanded considerable expertise in the field. Wanting to use this expertise as much as possible, participants from those BVT programs were asked to serve on panels during the three meetings. The panelists did not have training responsibilities per se, rather they were used as resource persons in a particular area. Generally, the panelists answered questions from the other

participants at the end of training session. Every OVAE-funded BVT program was represented on a panel.

By structuring the funded participants involvement in this way, the funded programs were able to share their experience and expertise in at least one area of BVT practice. Additionally, the other participants were able to more easily identify the funded programs with which they shared common concerns, thus facilitating the networking objective of the meetings. The panelists were recruited ahead of time for the particular area of concern in which they felt most comfortable and competent, and their role was discussed and clarified beforehand in phone conversations with RMC staff.

RMC's observation on the use of the panels, supported by the participants' evaluations, is that the strategy was a particularly good one and was carried out well. In retrospect it is clear that in order for the use of panelists to be effective there needs to be a relatively large pool of panelists from which to draw. This was the case in the New York and Oakland workshops. In the Houston workshop there were only three funded programs to draw the various panels from, and this did limit the effectiveness of the panels somewhat, as was reflected in the Houston summative evaluations.

MAA Involvement

At the meeting of the project's TAG in December 1986, refugee Mutual Assistance Associations (MAAs) were identified as one audience particularly in need of this type of training. Our TAG member from the Office of Refugee Resettlement (ORR) noted that it might be possible for ORR to fund the travel and accommodation expenses of some MAA personnel to the three regional meetings. Despite the enormous amount of hard work put into this effort by both ORR and OVAE, the funding for the MAAs did not officially come through to OVAE until just before the final (Houston) meeting. Strong efforts by ORR to get

the word out during the final few days before the meeting, with assistance provided by RMC, resulted in seven MAAs being represented at the Houston meeting.

The TAG's identification of MAAs as a group which would both be interested in, and which could benefit from, this training proved correct. The MAA personnel showed keen interest in BVT at the Houston meeting. Discussions between the MAA representatives and RMC staff during the meetings, and subsequent review of the MAAs' action plans, indicated that many MAAs would like to provide BVT services to their clientele and are currently involved in activities that could be built upon to create a BVT model. In general, it is RMC's impression that the MAAs were, as a group, a bit farther away from being ready to design and implement a BVT program than were the other participants at the meetings. However, great enthusiasm exists in the MAAs for the provision of BVT services to their clientele, and further training for MAAs in this area, training targeted specifically to MAA personnel, may be appropriate.

The Action Planning Component: Tying Technical Assistance to the Training

In keeping with RMC's fundamental objective that these training experiences be enabling as well as informative, and in order to tie the training at the regional meetings with the follow-up on-site technical assistance component of the project, special effort was put into designing an action planning component for the meetings. This two and one-half hour component, titled Action Planning and Proposal Writing, was the only session held on the third day of the meetings. For those participants interested in being considered for the follow-up on-site technical assistance, this session was particularly important; the plans created during this session were to be used by RMC to inform our selection decisions in this regard. However, care was taken to design the exercise in such a way as to be useful both to those programs

which did not wish to be considered, or which did not qualify for consideration (currently OVAE-funded programs), as well as for those who completed the exercise but who would not, subsequently, be selected to receive the assistance. The session was designed to increase the chances that the understandings gained by the workshop participants would make their way quickly into their day-to-day practice, and two basic strategies were used to accomplish this.

First, at the end of every session the participants were given approximately ten minutes to fill out that session's action planning form. The form requested quick written responses in three areas:

1. First, in two or three sentences please summarize what you've learned from this session.

2. Next, identify two or three ideas, practices and/or resources from this session that will be useful to you in your work.

3. Last, consider if what you've learned in this session has any implications for action on your part when you return to work. If so, please list below what specific actions you will take, and when you will take them.

These session forms would later be integrated into the Action Planning session on the third day.

Second, during the action planning session on the third day, the participants were guided through an exercise which required them to, among other things:

1. Describe their current program or situation, including goals and specific objectives.

2. Describe their projected program or situation, six months from the workshop date, including goals and objectives.

3. Identify the specific action steps they would need to take in the next six months in order to reach their projected goals. The individual session action plans were integrated into the exercise at this point.

4. Identify who would be responsible for taking that step, and when it would be done.

5. And, classify each step in terms of the amount of outside help they would need in order to accomplish it.

This session, and the Action Planning strategy in general, was particularly well received. Participants volunteered comments to the RMC staff indicating that the use of action planning forms (gold sheets) at each session was a particularly valuable exercise for them. One written comment was, "Gold sheets extremely appreciated. Makes workshop much more meaningful to my institution." The planning session itself was evaluated in very positive terms, drawing high marks in the areas of effectiveness, usefulness and appropriateness. In the subsequent decision-making process for technical assistance, the forms were found to serve their purpose well in that regard.

Tying proposal writing in with the Action Planning exercise also proved to be a reasonable strategy. Many of the ideas generated in the action plan were found to be similar to the ideas needed to create a sound proposal. The most common area for improvement of the session noted in the evaluations was the need for more time to devote to the entire session, and to proposal writing in particular.

Materials Distributed at the Meetings

The following materials were selected or created for distribution to all participants at the regional meetings:

1. Americas Corporation. (1986). Annotated catalog of bilingual vocational training materials.

2. Chinatown Resources Development Center. (1985). Promising programs and practices: Vocational education for the limited English-proficient.

3. Friedenberg, J. E., and Bradley, C. H. (1984). Instructional materials for bilingual vocational education.

4. Peterson, M., and Berry, D. W. (1984). Strategies for using external resources in bilingual vocational training programs: A guide for program planning and operation.

5. Refugee Materials Center, U.S. Department of Education. (1986, November 30). Refugee Materials Center bibliography.

6. Research Management Corporation. (1987). Promoting the local adoption of a BVT model. (Three ring binder)

In addition to these materials, many bibliographies and informational brochures were provided as take-aways to the participants, and a substantial number of documents were presented as display items for perusal.

Of the take-away documents, special comments were received on the three ring binder created by RMC for these workshops. It was decided early on that a comprehensive binder which presented a brief readable discussion of the seminal issues surrounding each training component, which assisted in organizing the evaluation and action planning exercises, and which contained resource information, would be well worth the time and expense it would take to produce it (which, as it turned out, was considerable). This decision proved to be well-grounded in fact by the end of the three meetings. Several participants offered compliments to the RMC staff on producing such a useable document--as one person wrote: the "Materials were excellent, especially the binders." In sum, RMC allocated a considerable amount of staff time to the creation and production of the binders, and it was well worth the investment.

Pace and Timing of the Sessions

Many comments were received which indicated that more time to cover the material would have been helpful. Additionally, the scheduling of two of the short sessions, Funding and Networks and Materials during the last hour of long training days was frequently commented upon in the evaluations. As to the first issue, there was undoubtedly not enough time to cover every component as thoroughly as the trainers would have liked. Coupling the tight schedule with the inevitable delays and time-overruns which will occur in any participative training endeavor, did lead to some uncomfortably tight schedules, particularly in the afternoon sessions.

Addressing the second concern, the scheduling of the Funding and Networks and Materials sessions during the last hour of the day turned out to be less than optimal. Many comments on the evaluations noted that, despite the efforts of the trainers, the participants could not concentrate on a new topic at that time. The scheduling of these sessions undoubtedly contributed to their relatively low ranking in the evaluations, though the sessions still were well received. It would have been more realistic to schedule those sessions immediately after lunch, and have the longer, more flexible afternoon sessions start later and continue until the end of the day.

Private Sector Involvement

Several strategies were used to systematically highlight the importance of private sector involvement in BVT programs, and to include the private sector in the actual training at the three meetings. First, the session Private Sector Linkages was given a preeminent position in the schedule. It was allocated a full two and one-half hours and was presented twice (once in the morning and again in the afternoon) so that all could attend the session. Second, experts in private sector involvement were chosen from a private sector source (Reingold and Associates, Inc.) to do the training for that session. By choosing trainers who were themselves based in the private sector to do this session, the credibility of private sector personnel in dealing with the education issues that concern the trainees was, very likely, strengthened. Additionally, the information presented came directly "from the source," i.e., from professionals who know the private sector from the inside.

Third, Private Sector Linkages was included as a section in the three ring binder. Fourth, the bibliography in the binder was specially coded to assist readers in their efforts to quickly identify references dealing with private sector involvement in education. And finally, the idea of private sector

involvement was highlighted wherever appropriate in the other sessions, particularly in the Job Market Assessment and Action Planning sessions.

In sum, a strong effort was made to highlight the role of the private sector in BVT projects. Evidence that the effort was successful can be gleaned from the evaluations which indicate that the private sector sessions were among the most interesting, well-presented, useful, new, effective and appropriate sessions.

Recruitment

In early planning for the project it was assumed that much of the recruitment could be done by RMC support staff. As the recruitment progressed, however, it became clear that lengthy and substantive discussions on the project and the training would often be necessary to help the potential attendees in their decision to attend or not. Engaging in such discussions, sometimes several such discussions over a period of days or weeks, added credibility and consistency to the project from the very start and, it is felt, strengthened many organizations' resolve to attend the meetings. Of course, as things turned out, the extra effort put into the recruitment process payed off well, as participation exceeded both OVAE's and RMC's initial target figures. However, because of this effort, primary project staff committed more time than was originally budgeted to the recruitment process.

III. THE TECHNICAL ASSISTANCE

Introduction

In this section we present a description and preliminary analysis of the technical assistance (TA) component of the project. Three major aspects of the TA are addressed. First, the process of selecting the eight aspirant groups to receive the TA is covered. Included here are brief discussions on the process and results of the needs assessment activities engaged in to form the preliminary TA plans. Second, we focus our attention on the aspirants' visits to an OVAE-funded BVT site (i.e., "host site"). Here we focus on the criteria used to inform the selections, the preparation of the visitors and the hosts, the conduct of the visits and the follow-up. Also included here are individual reports on the visits to each host site. Finally, we concentrate on the technical assistance provided on-site to each aspirant group, with some attention given to the assistance given by mail or telephone.

While this section provides some preliminary analysis of the process and the outcomes of the TA, Section IV treats that aspect more extensively.

Selection of the Aspirants

The eight applicants were selected based on a three stage selection process.

First, three Dover staff reviewed the Action Plans submitted at the end of the Regional Workshops and reached consensus on those projects whose future plans are consistent with the BVT models, as defined in the workshops and support materials. Those projects moved on to the next stage. The main criteria for consistency with the BVT models included:

- Program will serve limited-English-proficient (LEP) adults;
- Program will include a vocational skills training component;
- Program will include a vocational English as a second language (VESL) component; and,
- Program will be short-term, no longer than one year.

Second, the Dover staff reviewed the Action Plans and Pre-Registration forms of the candidates and rated each on a 1-5 scale on the following nine criteria:

1. Ability to articulate their present and future program;
2. Relevant experience in delivering similar programs;
3. Adequate facilities available, or well planned-for;
4. Adequate funding available, or well planned-for;
5. Adequate staff available, or well planned-for;
6. Clear, attainable steps on the action plan;
7. Action plans contain steps RMC could potentially help them with;
8. Steps in the action plan are not trivial; and,
9. Strength of private sector involvement in the plan.

This review resulted in the following eleven projects being identified as within the acceptable range. They are listed below in rank order:

1. Oakland Chinese Community Council
2. Toledo School District, Special Needs Division
3. Kansas City Refugee Assistance Center
4. Western Wisconsin Technical Institute
5. Sweetwater Union High School District
6. Bronx Community College
7. Flatbush Development Corporation
8. Philadelphia School District
9. Chinatown Planning Council
10. American Indian Employment and Training Project
11. Vietnamese Association of Illinois (MAA)

Third, these acceptable projects were then rank-ordered based on the total ratings and selected from the top so that they provided the greatest distribution possible on:

1. Geographic location
2. Skill area taught
3. Student language groups, and
4. Variety of institutional bases represented, with particular consideration going to refugee Mutual Assistance Association (MAA) inclusion, if possible.

This review led to the following re-ranking:

1. Oakland Chinese Community Council
2. Toledo School District, Special Needs Division
3. Kansas City Refugee Assistance Center
4. Western Wisconsin Technical Institute
5. Sweetwater Union High School District
6. Bronx Community College
7. Flatbush Development Corporation
8. Vietnamese Association of Illinois (MAA)
9. Philadelphia School District
10. Chinatown Planning Council
11. American Indian Training and Employment Project

OVAE was contacted with this list for their initial reactions. Acting on OVAE advice, organizations #4 and #6 were dropped from the list based on their having already been provided with federal BVT assistance in previous years through OBEMLA and/or OVAE. The final list of eight, plus one alternate, thus became:

1. Oakland Chinese Community Council
2. Toledo School District, Special Needs Division
3. Kansas City Refugee Assistance Center
4. Sweetwater Union High School District
5. Flatbush Development Corporation
6. Vietnamese Association of Illinois (MAA)
7. Philadelphia School District
8. Chinatown Planning Council
9. American Indian Training and Employment Project (AITEP)

It was decided that at this point further information was needed on projects #5 and #9 above, particularly, clarification on their vocational training components. Telephone conversations with the project directors of these two programs revealed that most of the clientele for AITEP spoke English as a first language. Their language difficulties were more in the areas reading and writing skills, than in the areas of speaking and understanding. While this need was recognized as a legitimate one to be addressed with special strategies combining language skills improvement along with vocational skills acquisition, it was decided that the type of program AITEP clientele needed fell outside the accepted description of BVT. AITEP was then removed from consideration, thus leaving the target number of eight projects to be served with TA.

These eight programs were then contacted to confirm their continued interest in participating in the TA activities, and to gain additional preliminary information on their TA needs. In the weeks following the selection of the aspirants it became clear that one, the Vietnamese Association of Illinois (VAI), was for unforseen reasons going to be unable to participate. As this was occurring another organization that was represented at the regional meetings, the Polish and Slavic Center (P&SC) of New York City, was communicating with RMC concerning their plans to develop a BVT program. After discussion

with the Project Officer and the two Program Directors, VAI withdrew from participation and was replaced by P&SC. The results of those conversations, and the results of the RMC analysis of their TA needs, are detailed below.

The Needs Assessment Process

The Dover RMC staff reviewed all recipients' Pre-Registration forms and Action Plans and developed a preliminary statement of their TA needs. Consensus was sought on these statements, to insure that all staff were using similar indicators when analyzing the documents, and to insure that all shared in any additional information a particular staff may have had concerning the recipients. Additionally, an RMC staff member phoned each of the selected applicants to inform them of their selection, to confirm their continuing interested in participating in the TA activities, and to get initial ideas from them as to their most pressing TA needs. From the information gathered, statements of TA were prepared by the RMC staff assigned to each particular recipient. These statements were submitted in writing to the selected project directors for their reactions. The results of this needs assessment process are presented in some detail for each aspirant later in this section.

Recipients were asked to identify a program or type of program they'd like to see in operation, if any. They may have met someone at a Regional Meeting whose program they'd like to see. If no preference was given, RMC identified an appropriate host site. Visits to host sites were not necessary for all TA recipients, as some had recently visited funded sites on their own.

Recipients were then asked to specify their preferred dates for the TA (1st, 2nd and 3rd choices).

The Dover staff met to review the needs assessment information and plan the specific activities, potential consultants (if appropriate), dates, staff assignments, etc. Some plans involved site visits to the aspirants first, before the specific TA could be further planned, but caution was always exercised so that budget limits were maintained. Philadelphia, for example, fit into this category.

Many of the plans also included visits to "host" sites from among those funded by BVT. Those site visits were particularly useful to those aspirants who were least experienced with BVT-type programs or who were geographically isolated from interactions with similar programs. The host site visits are more thoroughly covered later in this section of the report.

Written statements of the nature of the TA, its specific local objectives, activities, dates, and personnel, as well as any requirements at the site (such as meeting rooms, personnel or document availability, etc.), were prepared by RMC and sent to the site project directors, and further refined or negotiated if neccessary, before the TA proceeded. The Project Officer was kept informed of the TA plans and activities.

Each site was assigned one specific RMC staff member as its coordinator. This RMC coordinator was responsible for all arrangements with the site, negotiation of TA plans, supervising the work of any other RMC staff or consultants at the site, liaison for changes, report writing on the site's activities and progress, and follow-up inquiry on implementation.

Finally, all outside consultants were guided in the prescribed roles and manner of TA desired at each site. Where appropriate and feasible, they were also involved in the formulation of those roles ahead of time.

The on-site TA was conducted from May to September 1987. The schedule was arranged to serve those programs with the most urgent needs first.

Considerations of geographic proximity, ease and expense of travel, effected TA scheduling decisions as well.

Initial Assessment of the TA Needs of the Selected Applicants

This section of the report is organized into two parts. First, a description of several areas of TA identified as common needs among many of the recipients is presented. These areas were identified through the process of analysis previously detailed.

The next part presents the eight recipient projects and notes which of the areas identified were seen as appropriate TA undertakings for each project at this early stage of analysis. For selected recipients, information is provided on the processes which were thought to hold the most potential for effecting that assistance, and the way in which that area of assistance was to be customized to fit more closely with that recipient's needs. Special areas of TA need which were not covered in the common areas identified, are also presented in this section for appropriate recipients. In addressing the areas of need listed below, RMC's overall strategy was to provide TA in such a manner so as to increase the recipients' internal capacity of responding to these needs without outside assistance in the future. Rather than stepping in to do <u>for</u> the recipient, RMC's approach stressed the <u>mutual</u> development of ideas and plans, and the <u>mutual</u> undertaking of the noted activities.

<u>Technical Assistance: Common Areas of Need</u>

The following areas of need emerged as dominant for many of the aspirants.

Job Market Assessment

A. Plan a job market assessment strategy, including:
   1. clarification of this activity's goals, types of target information needed, and information sources;
   2. development of appropriate data collection instruments;
   3. specification of a plan of action;
   4. planning the process for interpreting the results; and,
   5. creation of a plan to integrate the results into the program design: such as the delineation of population to be served, entry level criteria, and implications for staff and curricular development.
B. Implementation of the assessment.
C. Interpretation of the results, and integration into the program design.

Task Analysis

Linked closely with the Job Market Assessment activities, Task Analysis activities will identify the basic skills and knowledge needed to competently perform a particular job. Assistance in this area may include:

A. Identification, procurement and review of relevant American Association of for Vocational Instructional Materials (AAVIM), Vocational Competency Measures (VCM) tests, and V-TECHS catalogs.
B. Development of processes and instruments to use when undertaking a task analysis.
C. Delineation of a strategy to integrate task analysis information with curricular decisions, such as curriculum "start and stop" points, assessment criteria, use of this information in the creation of instructional objectives, and the development of criterion-referenced tests.

Curriculum Design

A. Establishing the "start and stop" points of the curriculum, based on information from the task analysis and other sources.
B. Setting appropriate student entry and exit points in both the vocational and language training components.
C. Deciding on the most appropriate pace and timing of the curriculum, and methods of integrating vocational and language curricula.
D. Developing skills in writing curriculum units, or specific modules, using behavioral objectives and a competency-based/mastery format.

Instructional Materials Identification, Evaluation and Adaptation

A. Identifying and obtaining existing materials most appropriate for the program, including material from the Annotated Catalog of Instructional Materials for BVT, the Refugee Materials Center Bibliography, the Vocational Education Curriculum Materials (VECM) data base, AAVIM, and other sources.
B. Establishing criteria for evaluating existing instructional materials, both those in L_1 and L_2.
C. Developing skills in adapting existing materials.
D. Establish role of Advisory Council in materials development/review.
E. Establishing procedures for quick field-testing of materials.

Establish Project Advisory Council (PAC)

A. Specifying purpose of PAC.
B. Identifying and recruiting potential PAC members.
C. Integrating PAC functions with project operation.
D. Developing a checklist for establishing a PAC, and evaluating its effective use in a BVT project.

Gaining Needed Resources

A. Developing or refining proposal writing and grant-seeking skills.
B. Securing non-renewable resources, i.e., equipment, office space, on-going personnel support, technical assistance, etc.
C. Targeting support-seeking activities to particular programmatic needs, i.e., assistance in funding bilingual teaching aides.
D. Establishing a local network, identifying supporters, making use of local and national networks.
E. Marketing the program to potential supporters.
F. Preparing plans and presentations to use when seeking resources from potential supporters.

Coordinating the Vocational and Language Components

A. Preparing plans and checklists to insure coordination.
B. Training staff in coordination concerns.
C. Developing joint lesson plan guides.
D. Creating job descriptions which facilitate coordination .
E. Scheduling and organizing a program to insure coordination.
F. Preparing plans and presentations addressing coordination concerns, for meetings with current and potential partners (i.e. subcontractors such as community college vocational departments or school district adult education divisions).

Student Intake and Assessment

A. Specifying appropriate student entry/exit level criteria.
B. Identifying appropriate assessment instruments for particular purposes and populations.
C. Creating criterion-referenced tests and using them as instructional tools, as well as for information-gathering.
D. Developing expertise in the administration and interpretation of assessment instruments.

Visit to OVAE-Funded BVT Program Site

A. Identification of most appropriate site to visit, matching the programs on seminal characteristics, and taking timing and amount of travel into account.
B. Developing a clear plan with both the host and the TA recipient as to the most effective use of the time during the visit.

Community Needs Assessment

A. Establishing the types of training that community members are interested in participating in.
B. Checking whether this type of training is currently being provided, or has been provided, by another agency.
C. Specifing community resources and constraints which will effect participation in training.
D. Clarifying basic project feasibility.

Conceptualizing and Organizing a BVT Project

A. Clarifying project goals.
B. Specifying specific project objectives.
C. Developing a checklist or planning guide for project start-up.
D. Identifying essential features of BVT, and integrating them into the overall plan.
E. Clarifying basic project feasibility.

The TA Needs of the Eight Recipients

TA areas are listed in a rough order of priority for each project. The listing indicates the areas identified before the TA actually began, and, as anticipated, it did not prove possible to provide assistance in all areas noted. As will become clear in later sections, their identified priority areas did change for some aspirants as the TA process developed.

In most cases the field of possible assistance was narrowed, focusing in on the most crucial areas. Such decisions were made jointly by the recipient and RMC. Where the TA area described in the preceeding section was to be customized to meet a particular project's needs, this was done in some detail, specifying the processes to be used to meet the TA's objectives.

Oakland Chinese Community Council

A. Instructional Materials Identification, Evaluation and Adaption
B. Student Intake and Assessment
C. Establish Project Advisory Council
D. Job Market Assessment
E. Coordination of the Vocational and Language Components.
F. Curriculum Design
G. Gaining Needed Support
H. Visit to OVAE-Funded BVT Program

Toledo Public Schools, Adult Education and Special Needs Section

A. Special Area of Need: Designing Project Evaluation Procedures
B. Visit to OVAE-Funded BVT Program
C. Community Needs Assessment
D. Instructional Materials Identification, Evaluation and Adaption
E. Gaining Needed Support
F. Job Market Assessment

Kansas City Refugee Assistance Center

A. Visit to OVAE-Funded BVT Project Site
B. Conceptualizing and Organizing a BVT Project
C. Gaining Needed Support
D. Establish Project Advisory Council
E. Coordination of the Vocational and Language Components
F. Instructional Materials Identification, Revision and Adaptation
G. Job Market Assessment

Sweetwater Union High School District

A. Visit to OVAE-Funded BVT Program
B. Conceptualizing and Organizing a BVT Project
C. Community Needs Assessment
D. Gaining Needed Support

Flatbush Development Corporation

A. Visit to OVAE-Funded BVT Program
B. Special Need Identified: Establishing & Coordinating Day Care Services
C. Conceptualizing and Organizing a BVT Project
D. Coordination of the Vocational and Language Components
E. Instructional Materials Identification, Evaluation and Adaption
F. Student Intake and Assessment

Philadelphia School District (PSD)

A. Visit to OVAE-Funded BVT Program
B. Gaining Needed Support
C. Conceptualizing and Organizing a BVT Project
D. Community Needs Assessment
E. Job Market Assessment
F. Instructional Materials Identification, Evaluation and Adaption

Chinatown Planning Council (CPC)

A. Visit to OVAE-Funded BVT Program
B. Gaining Needed Support
C. Task Analysis
D. Curriculum Design
E. Instructional Materials Identification, Evaluation and Adaption
F. Job Market Assessment

Polish and Slavic Center

A. Conceptualizing and Organizing a BVT Project
B. Gaining Needed Support
C. Coordination of the Vocational and Language Components.

The Host Site Visits

The Selection of the Host Sites

Criteria

The visits to an OVAE-funded BVT program, or host site, was one of the key features of the TA for most aspirants.

At the time the visits to host sites took place there were 18 OVAE BVT projects. In selecting the most appropriate site from among them these criteria were used:

A. Match between the host program's vocational training content and that of the visitors;
B. Match between the host and visiting program's organizational structures, that is, part of a public school system, a community-based organization, and so forth;
C. Match between the language groups of the clientele of the host and visiting programs;
D. Ability of the host program staff to accommodate the visit as well as play an active role in preparing and implementing it; and,
E. Geographic proximity of host to aspirant.

Perfect matches on all counts were not often possible. In all cases the overriding concern was arranging a visit which would offer the best learning experience in the most crucial areas of concern to the visitors.

Process

Host sites were selected by analyzing each of the aspirants' needs in relation to host site characteristics. This was done in a group session by Research Management Corporation project staff using OVAE-provided abstracts of the 18 funded projects, and relying as well on the advice of the Project Officer in phone discussions and on Research Management Corporation staff's prior knowledge of particular project sites. Initial decisions were made as to

most appropriate hosts. Follow-up phone calls to the identified hosts were used to inform final judgement on appropriateness and viability, according to the criteria.

Results

The following matches were made between hosts and asprirants.

Host Site	Visiting Aspirant(s)
Arlington County Public Schools, VA.	Chinatown Planning Council, NY. Toledo Public Schools, OH. Philadelphia School District, PA.
Arizona State Department of Education	Kansas City Refugee Center, KS. Flatbush Development Corp., NY.
Chinatown Manpower Project, NY.	Flatbush Development Corp., NY.
Elk Grove Unified School District, CA.	Sweetwater Union High School District, CA.

Flatbush Development Corporation (FDC) participated in two site visits. In the first visit, the FDC job developer visited a neighboring BVT project in the New York City area. In the second visit, the project director and job developer visited the Arizona site. Specific objectives and activities for these and all other host site visits, along with analysis of the results of the visits, will be discussed in Section II.

Oakland Chinese Community Council (OCCC) and the Polish and Slavic Center (P&SC) had recently visited nearby BVT projects on their own at the time these technical assistance site visits were being arranged. Therefore, they did not participate in this part of the technical assistance.

The Preparation of the Visitors and Hosts

Each aspirant program was given the opportunity to send two staff to visit the host site. Philadelphia School District chose to send one person to Arlington, and Flatbush chose to send one person to Chinatown Manpower.

Otherwise all programs sent two people. The visitors were prepared by requesting them to identify well in advance the specific objectives they hoped to accomplish through the visit, and to detail activities they would like to engage in in order to reach each objective. In most cases these objectives were requested by Research Management Corporation in written form, on special worksheets, a week or two before the scheduled visit. A sample copy of the worksheet can be found in Appendix F.

The objectives and activities were discussed with the aspirants and the hosts, and modified where necessary. Where it seemed helpful, the staff of the aspirant and host programs were encouraged to discuss the visit directly by phone during the preparation stages. Once objectives and activities were specified and agreed upon, the visits were scheduled for the time most convenient for the host and aspirant program staffs. A Research Management Corporation staff person was assigned to coordinate each site visit and acted as facilitator in communications between the two staffs, both during the preliminary communications and on-site during the visit.

The insistence by Research Management Corporation that aspirants clearly identity their objectives for the visit, and the activities that would meet those objectives, resulted in several positive outcomes. First, it set a tone for the technical assistance that emphasized participation, accountability and serious thought on the part of all concerned. Second, it gave the host site staff and Research Management Corporation clear information upon which to base decisions about the agenda. Finally, it created performance criteria upon which the visits could be evaluated.

The Conduct of the Visits

The specific activities engaged in by the visitors and hosts will be discussed below. In general, most visits included observation of classes,

discussions with teaching staff, job developers, counselors, the project director and other staff, review of documents, and tours of the facilities.

During the visits the Research Management Corporation staff acted as facilitators and resource persons. Additionally, RMC staff assisted the host site staff in keeping to the agenda, both in terms of time and content. When agenda changes were needed or required, RMC staff participated in the decisions. Finally, RMC staff facilitated discussions, raised pertinent questions and concerns where appropriate, and provided reference and context information based on our knowledge of other BVT and similar projects.

Following-Up the Visits

Specific follow-up actions for the aspirants and RMC staff to take were identified during the closing session of each host site visit. Specific tasks were identified that the visiting program staff would need to take, and the most appropriate role of RMC in supporting the follow-up activities was agreed upon. In some instances staff from the host and aspirant programs made plans to continue to share information, and in one instance the program director of the host site (Arizona) was contracted to visit the visitor's program (Kansas City) as a special consultant. An example of a follow-up letter from Research Management Corporation staff to the aspirants is included in Appendix F.

Reports on Visits to Specific Host Sites

Arlington County Public Schools, Employment Training Center

Dates of Visit: May 11 & 12

Research Management Corporation Staff Person: Charles Harns

Aspirant Program Staff Visiting

Chinatown Planning Council: Mr. Peter Fu, Program Director
Mr. Joseph Lau, Vocational Instructor

Philadelphia School District: Ms. Wilhelmina White, Coordinator of Vocational Education for LEP Students

Toledo School District: Mr. Flute Rice, Executive Director of Adult Education
Ms. Raquel Snyder, Special Needs Supervisor

Host Site Staff Worked With

Dr. Ruth Petkoff, Project Director
Ms. Mary Alice Vogt, Project Coordinator
Ms. Marjorie Johnson, Intake Counselor
Ms. Judy Vito, Assessment Counselor
Mr. Forest Lavelle, Vocational Instructor
Ms. Virginia Curren, VESL Instructor

Objectives and Activities

The specific objectives and activities for the visit were identified and written by the aspirants, and shared with the host site project director prior to the visit. The project director then created an agenda based on those objectives and activities. Because three aspirant groups were visiting at the same time, there were a considerable number of objectives to be met during this visit. The agenda was constructed with great care, leaving time available for certain aspirant program staff to spend one-on-one time with a particular host staff person in order to satisfy a special learning need. For example, Mr. Lau spent part of the first afternoon with the vocational instructor while the rest of the group dealt with other concerns. Having two staff from Chinatown Planning Council present at the visit made it possible to do this without having to sacrifice one learning opportunity for the sake of another.

Because many of the objectives concerned administrative/management issues and other concerns which lent themselves to group discussion, a relatively large amount of time was spent in meetings with the project director and the senior staff. Whenever discussions which included teachers, the intake person, counselor or the job developer were held, these took place in the

actual working areas of those staff persons. This approach made it easy to demonstrate techniques, materials, uses of equipment and so forth.

A summary of the objectives and activities specified by the three aspirant site program staffs follows.

Objectives:

1. To improve understanding of a BVT program's intake procedures.
2. To become familiar with strategies to overcome problems encountered using bilingual teachers in vocational education.
3. To improve understanding of techniques for managing the workshop area of a vocational program, including tool and storeroom control.
4. To gain new information on student assessment procedures, in both language and vocational areas.
5. To improve ability to develop the "Job Readiness" skills component of a BVT program.
6. To improve vocational instructor's understanding and increase his awareness of methods and materials used to teach technical drawing.
7. To improve understanding of strategies for coordinating the vocational and VESL components.
8. To learn how the BVT program is integrated with other educational services, and to ascertain the level of local commitment needed to maintain the program.
9. To improve understanding of how a successful BVT program does recruitment.
10. To gain new ideas on the use of bilingual aides in vocational classes.
11. To gain perspective on the use of student stipends.

Activities:

1. Review and discuss written project information concerning staff qualifications, staffing structure, and similar areas with project director.
2. Review and discuss student intake and assessment instruments and procedures with appropriate staff person(s).
3. Observe classrooms and workshops.
4. Examine inventory control documents and observe organization of tool storeroom.
5. Discuss issues with teachers, including grading/sorting, coordination and the development and use of "Job Readiness" curricula.
6. Review technical drawings made by students and discuss them with the students and the teacher.
7. Review of curriculum, methods and issues in both vocational and VESL classes, and discussions with the teachers.
8. Discussions with bilingual teachers' aides.
9. Discussions with recruiter/job developer and review of her/his operational materials.

Follow-Up Actions Identified

Chinatown Planning Council:

Discussions with CPC staff led to the further specification of technical assistance areas to be addressed in the near future. For example, the visit to Arlington reinforced the need for CPC to more closely tie their curriculum with the actual work skills needed by their graduates. Because of this, plans were made to include the Task Analysis component of the technical assistance as soon as possible. Additionally, the need for a more complete tracking instrument for CPC graduates was recognized and a Research Management staff person was assigned to work with CPC in developing that instrument.

Philadelphia School District:

The visit to Arlington reinforced for the PSD staff person the importance of gaining broad internal support for a BVT program, and the persistence it takes to develop a firm base of financial support. As a result, the PSD staff person's primary follow-up task was to prepare for a two to three day workshop on "Gaining Needed Resources." Preparation was to include the identification of appropriate staff for workshop and the generation of enthusiasm and commitment towards the technical assistance process. A Research Management staff person was assigned to work with PSD on that area of need.

Toledo Public Schools

Follow-up actions identified for TPS were very similar to those of Philadelphia. TPS staff's follow-up tasks included identifying appropriate staff and generating enthusiasm for an upcoming workshop on "Gaining Needed Resources."

Observations on Special Benefits to Aspirants

In addition to achieving the specific objectives noted, other special benefits were derived from this visit. The vocational instructor from Chinatown Planning Council, Mr. Lau, took the opportunity to work one on one

with the host site's vocational instructors for several hours. During this time ideas on developing lesson plans in technical content areas were shared, as were ideas on inventorying and organizing technical equipment in the vocational work area. While ideas in these regards were shared in plenary sessions as well, Mr. Lau noted that he found this individual work to be particularly useful.

For the Toledo-based aspirants, special benefits were derived from the follow-up session held on the last day. During these sessions the RMC staff person met with each aspirant group, one at a time, to discuss actions to be taken as a result of the visit. It was at this session that Toledo School District's Executive Director of Adult Education became "sold" on the idea of BVT, and began to take the position of an active advocate and supporter of the idea for the Toledo School District.

Finally it was observed that, for all concerned, there was distinct raising of the level of enthusiasm and commitment for implementing BVT as well as an increased understanding of what a well-run BVT program would look like in practice.

Arizona Department of Education (ABVT), Maricopa Technical Community College
Phoenix, AZ

Dates of Visit: May 14 & 15

Research Management Corporation Staff Person: Charles Harns

Aspirant Program Staff Visiting

Kansas City Refugee Assistance Center: Ms. Jane Henry
Ms. Gloria Directo

Host Site Staff Worked With

Ms. Gail Shay, Program Director
Ms. Elma Jean Gameros, Job Developer
Ms. Roxana Maskell, Vocational Instructor (Data Entry)
Ms. Marcella Fierro, VESL and Vocational Instructor (Office Education)
Ms. Denise Parker, VESL Instructor
Mr. Paul Rodriquez, Vocational Instructor (Automotive)
Mr. Rick Sheets, Learning Assistance Center Director

Objectives and Activities

The specific objectives and activities for the visit were identified and written by the aspirants, and shared with the host site project director prior to the visit. The project director then created an agenda based on those objectives and activities. As with other visits, whenever discussions included teachers, the intake person, counselor or the job developer, these took place in the actual working areas of those staff persons, making it easy to demonstrate techniques, materials, uses of equipment and so forth.

A summary of the objectives and activities specified by the aspirant site program staff follows.

Objectives:

1. To improve understanding of how a BVT program may best be integrated into a larger organizational structure.
2. To gain ideas on physical set-up of a program, and to explore curriculum and computer hardware.
3. To improve understanding of student intake and evaluation procedures and instruments.
4. To gain new ideas on sources of funding for BVT programs.
5. To share Kansas City's materials with the Arizona program staff.

Activities:

1. Review curriculum and documents pertaining to program organization, intake, and evalution.
2. Meet with project director for discussions.
3. Discuss student intake and assessment instruments and procedures with appropriate staff person(s).
4. Observe classes in session.
5. Discussions with recruiter/job developer and review of her/his operational materials.
6. Tour facilities.

Follow-Up Actions Identified

This visit reinforced for the Kansas City Refugee Assistance Center (KCRAC) the importance of developing improved operational procedures in many areas of their program, and of developing a firmer base of support for their planned BVT program. As a result, two key follow-up activities were identified.

First, the Arizona Project Director, Ms. Shay, would go to Kansas City to work on-site with Ms. Henry. This consultation session would focus on the improvement of many of KCRAC's operational procedures, with a special emphasis on those most directly related to recruitment, placement, program promotion, and curriculum development.

Second, Ms. Henry would prepare for a three day "Gaining Needed Resources" workshop to be conducted on-site by Research Management Corporation staff. This preparation would include the identification of appropriate staff for the workshop, making appointments for meetings with representatives of potential funding sources, and the further refining of specific program ideas.

Observations on Special Benefits to Aspirants

One particular benefit derived from this visit was the forging of close ties between the Arizona and the Kansas City program directors. During the two week interval between this visit and the consultation session of Ms. Shay in Kansas City, there was frequent communication between the two programs. This communication would continue after the completion of Ms. Shay's visit. In effect the visit by KCRAC staff to the Arizona BVT project effectively started the process of KCRAC entering the "BVT network".

The difficulties that the Arizona program was experiencing in managing the BVT program through the Arizona Department of Education, the Community College and the Arizona Department of Economic Security provided insight into the problems KCRAC might experience if they joined forces with other agencies to develop their program. The frank discussions which took place on this issue seemed particularly informative to the KCRAC staff.

As with other visits, a distinct raising of the level of enthusiasm and commitment for implementing BVT as well as an increased understanding of what a well-run BVT program would look like in practice was observed.

Arizona Department of Education (ABVT), Maricopa Technical Community College Phoenix, AZ

Dates of Visit: July 20, 1987

Research Management Corporation Staff Person: Cindy Gimbert

Aspirant Program Staff Visiting

Flatbush Development Corporation: Ms. Jennifer Monroe, Program Director
Mr. Dai Luong Truong, Job Developer

Host Site Staff Worked With

Ms. Gail Shay, Program Director
Ms. Elma Jean Gameros, Job Developer/Work Orientation Instructor
Ms. Marcella Fierro, VESL/Office Education Instructor
Mr. Sang V. Nguyen, Director Phoenix Refugee Center

Objectives and Activities

Prior to the site visit the aspirant project identified in writing the objectives and activities for the visit, and then these were shared with the host site project director. Using this information, the host site project director created an agenda. A summary of the objectives identified by the aspirant program staff and a list of activities completed follows.

Objectives:

1. To gain new ideas on techniques for coordinating VESL, vocational training, and work orientation activities.
2. To improve understanding of successful instruction techniques.
3. To identify potential difficulties which may arise for FDC's word processing/data entry program and suggest ways of overcoming them.
4. To gain ideas on job counseling, development, and placement strategies.

Activities:

1.a. Discussed coordination strategies with Project Coordinator, instructors, and job developer.
b. Reviewed purpose and format of staff meetings.
c. Discussed issue of coordinating multiple site training programs involving a college or community college component.
2.a. Observed group instruction in VESL and individual and small group work in computer lab.
b. Talked with current trainees about their training experiences.
c. Discussed instructional techniques with project coordinator, computer lab aide, and VESL instructor.
d. Discussed with refugee community leader his perceptions of successful training strategies for Southeast Asian refugees.
e. Reviewed course outlines, competency checklists, software and hardware bibliographies, and other program documents.

3.a. Discussed trainee attendance problems and reviewed policy, procedures, and forms.
b. Discussed problems associated with short training cycle and strategies for overcoming them.
c. Discussed problem of trainee motivation to work and reviewed recruitment, intake and counseling strategies to address this problem.
d. Discussed problem of trainees manipulating staff and possible solutions.
4.a. Discussions with job developer/work orientation instructor and project director on job development process and work orientation instruction. Issues addressed included working with an employer advisory board, trainees' responsibilities in the job search, and the role of worksite visits and "job shadowing" in preparing a trainee for employment.
b. Reviewed job developer's materials including work orientation curricula, competency checklists, mock videotape interview instructional/assessment modules, and narrative description of job development procedures.

Follow-Up Actions Identified

Research Management followed up the site visit with a detailed letter to the FDC project director summarizing the key points presented by ABVT staff and outlining actions which the FDC staff might want to follow-up on. The FDC project director met with their subcontractor's (Brooklyn College) ESL supervisor to share ABVT curricular and instructional materials handouts. A two-day inservice staff development workshop was arranged for mid-August to work with the entire FDC BVT staff on issues of curriculum coordination, materials adaptation and evaluation, and job development. The workshop format will allow participants in the ABVT site visit to further process the information gathered in Phoenix and to share it with coworkers.

Observations on Special Benefits to Aspirants

The FDC project director, who also serves as the director of the entire refugee assistance project at her organization, is responsible for a variety of programs. As is the case with many similar community-based organizations, too much work and too little time often make devoting the time one would want to planning a new program difficult. The site visit, where she and her job developer had an uninterrupted day to devote to the upcoming BVT program, had the unanticipated positive effect of allowing them to sort out organizational

and staffing issues which they had not found time to do at home. The site visit functioned in much the same way as a "retreat", allowing staff to bring up concerns in a safe, group environment and generating energy and enthusiasm to be used upon return.

In Brooklyn, the FDC project director shared the ABVT curricula and materials bibliographies with the Brooklyn College ESL supervisor. In addition to finding the materials helpful in planning, the ESL supervisor noted she was impressed at hearing about a successful BVT project because her previous experience with VESL had been "a dismal failure." The ABVT materials generated enthusiasm and commitment to the idea of BVT and brought her into a network of successful VESL instructors.

Finally, FDC decided to explore the possibility of using a computer lab to allow trainees more time for skills practice during training and to allow trainees to maintain skills between graduation and placement.

Chinatown Manpower Project (New York, NY)

Date of Visit: June 9, 1987

Research Management Corporation Staff Person: Cindy Gimbert

Aspirant Program Staff Visiting:

Flatbush Development Corporation: Mr. Dai Luong Truong, Job Developer/ Assistant Project Coordinator

Host Site Visit Staff Worked With

Mr. K.S. Quan, BVT Program Director
Ms. Judy Chen, Refugee Vocational Training Program Director
Ms. Agnes Shih, BVT Skills Instructor
Ms. Bergman Yu, BVT Counselor
Mr. Guillermo Olbes, BVT Coordinator and VESL Instructor

Objectives and Activities

An overall objective of the host site visit was to allow the FDC job developer to learn operational and management tips from the CMP BVT staff. To this end the FDC project director and job developer together identified objectives for the visit which were shared with the CMP project director. The CMP

project director then created an agenda based on those objectives and activities. The objectives and completed activites are summarized below.

Objectives:

1. To gain an understanding of successful BVT intake and recruitment techniques.
2. To learn strategies for overcoming problems of refugee trainees' low attendance and high dropout rates.
3. To gain new information on job development, placement, and counseling procedures.
4. To gain an understanding of successful methods of coordinating vocational training and VESL.

Activities:

1.a. Discussed recruitment and intake procedures with Refugee Vocational Training (RVT) Director and BVT Counselor.
b. Received application, interview, testing, and selection forms and other materials.
2.a. Discussed with BVT Counselor and RVT Director their differing experiences with attendance and dropout problems.
b. Examined strategies for overcoming these problems, including initial screening of candidate trainees, attendance regulations, and individual and group counseling.
3.a. Discussed job development, placement and counseling procedures with BVT and RVT staff.
b. Oriented FDC staff to CMP recordkeeping forms, including trainee data form, stipend forms, client tracking forms, attendance record, counseling and employment development records, trainee job interview reports, student status lists, and employment follow-up letters.
4.a. Observed classes and toured facilities.
b. Discussed coordination of instructional activities with instructors and coordinator.
c. Examined CMP curricula, integrated unit lesson planning forms, bibliographies of course materials and reference books, and trainee competency development records.

Follow-Up Actions Identified

The site visit served to clarify FDC's need to develop an administrative structure for coordination and a detailed recruitment, intake, and selection plan. On-site technical assistance was scheduled to develop specific procedures in each of these areas.

The host site visit identified areas where the FDC staff was unclear about contractual, management, and scheduling restrictions of their program. Telephone calls between RMC staff and the project director and discussions between the job developer and the project director regarding these concerns helped FDC

to clarify their ideas and begin planning their program earlier than otherwise might have occurred.

Upon the request of the FDC project director a second host site visit for both the project director and the job developer was scheduled for July. Three factors influenced the decision to arrange a second host site visit for FDC: 1) the project director had been unable to attend the first visit; 2) the first visit, due to its proximity to FDC, had been relatively inexpensive; and 3) a second host site with a good match in training areas, target populations, and organizational structure was identified which would provide FDC staff with insights into aspects of BVT not addressed at the first site (e.g. coordinating a multisite program, working within a college environment, and the use of instructional software packages).

Observation on Special Benefits to Aspirants

The FDC job developer, who himself is a recent CMP program graduate, is the FDC staff person with the major time commitment to the project. He will be responsible for recruitment and intake and daily coordination activities. The host visit provided him with his first opportunity to speak with CMP staff as a colleague rather than a trainee. Discussions gave him a more realistic picture of necessary planning and administrative activities and served to increase his understanding of what the inner-workings of a well-run BVT program would look like. Furthermore, returning to his former school as a BVT professional under the formal auspices of a site visit validated his new role as a professional colleague and brought him into local BVT networks.

Besides the staff development benefits outlined above, the host site visit served to generate enthusiasm for and commitment to the idea of BVT. Prior to the technical assistance, FDC had envisioned word processing/data entry training for a small group of refugees and advanced ESL instruction for a larger group. After the Regional Meeting and early technical assistance activities,

FDC staff redesigned the program so the trainees would receive coordinated vocational training and occupational-specific VESL. The host site visit, in specific, served to generate enthusiasm among FDC staff to follow through on using a BVT model.

Finally, CMP's procedures and forms served as a guideline to FDC in developing their own policies. Specifically, certain CMP intake forms were adapted for the FDC program and CMP's scheduling of coordination meetings during trainee lab time served as a template for FDC's initial scheduling efforts.

Elk Grove Bilingual Vocational Training Program (Elk Grove, CA)

Dates of Visit: May 11 - 12, 1987

Research Management Corporation Staff Person: Don Cichon

Aspirant Program Staff Visiting

Sweetwater Union High School District, Chula Vista, CA:
Ms. Susan Yamate, Projects Specialist
Ms. Lynne Robinson, ESL Coordinator

Host Site Staff Worked With

Ms. LaVina Ward, Director
Ms. Rosemary Savone, VESL Teacher
Numerous vocational teachers and administrators

Objectives:

1. To learn operational and administrative "tips" from this experienced and successful program.
2. To examine vocational and VESL curriculum materials.

Activities:

1. Met with the Elk Grove BVT Director for an orientation to the host program.
2. Visited Building Maintenance/Property Management, Electronics, Auto Mechanics, Machinist, Microcomputer Repair shops; observed classes, including Electronics VESL; met with teachers; reviewed the curriculum and instructional materials of each.
3. Met and discussed the program with program officials (two ROP site Directors, school district Adult Education Director).
4. Presented an overview of Sweetwater's existing and planned BVT programs with the Elk Grove BVT Director and obtained her critique and suggestions.

Follow-Up Actions Identified

The Elk Grove Director will obtain copies of the curricula in Building Maintenance/Property Management, Electonics, and Computer Répair and will mail these to Ms. Yamate. These are the three vocational areas in which Sweetwater is developing BVT programs.

The invitation was made by the Elk Grove Director for the Sweetwater staff to feel free to call upon her for any further questions or assistance needed.

Observations on Special Benefits to Aspirants

As the Sweetwater District had been fairly well experienced in operating BVT programs, their learning of new ideas at this host site was not as extensive as it might have otherwise been. Two benefits clearly accrued, however. First, the visit served to reinforce the development efforts which they were in the middle of at the time of the site visit. That is, the receipt of this assistance and the fact that they were funded to visit another program increased their commitment to further BVT efforts in building upon their present programs, and clearly drew the attention and support of their district's administrators and School Board, which had not been clearly supportive of their efforts to that date. Second, the Sweetwater staff was able to obtain the curriculum and instructional materials which they may use as a starting point for their own curriculum development efforts.

Technical Assistance at the Aspirant Sites

This part of the report describes the training and technical assistance activities undertaken with the eight aspiring BVT programs at their sites, with some attention being given to the assistance that was accomplished by mail and telephone. It can be thought of as an introduction and eight case portrayals which illustrate how technical assistance to promote BVT was used in different

locations and within different organizational contexts, including insight into the obstacles encountered and strategies used to overcome them (though not always successfully). An impact analysis of the technical assistance, viewing the issues in a cross-case synthesis, will be presented in Section IV.

This part of the report is organized into two sections. First, a brief discussion on issues of general concern to all of the technical assistance activities is presented. Included in this section are discussions on:

A. Assessing the technical assistance needs of the aspirants,

B. Preparing for the technical assistance,

C. Conducting the technical assistance visits,

D. Visiting of OVAE-funded BVT project sites by selected aspirants as part of the technical assistance, and,

E. Following-up the technical assistance.

Section II presents individual reports on the technical assistance to each aspirant. In addition to documenting the basics of what technical assistance took place, where it took place, when and with whom, these reports include discussions on:

A. The status of the aspirants' programs prior to the technical assistance,

B. The extent of the adoption of the BVT model, and,

C. Other indicators of positive change in the aspirants' program condition.

Issues of General Concern

Re-Assessing the Aspirants' Technical Assistance Needs

Both the process and the results of the technical assistance needs assessment activities were previously described. By and large, the findings already reported guided the implementation of the technical assistance in this project. During the first face-to-face contact with the aspirant program staff, which usually occurred during the aspirants' visit to an OVAE-funded BVT program

site, the opportunity was taken to revise those plans where appropriate. The experience of actually seeing an exemplary BVT program on site, observing classes, talking with teaching staff, and discussing issues of concern with the host programs' project directors, provided the perpective necessary for the aspirant program staff and RMC staff to further adjust the technical assistance plans where needed. Other modifications were made as the project progressed.

In general terms, the area of technical assistance termed "Gaining Needed Resources/Support" in the previous discussion was given first priority for any aspirant whose program was not securely funded for the coming year. These aspirants included Toledo Public Schools, Kansas City Refugee Center, the Polish and Slavic Center, Chinatown Planning Council, and to some extent the Philadelphia School District. Only after such assistance was provided did the other assistance geared more towards staff development and program refinement take place. The specific areas of assistance provided will be detailed later, but it is worth noting here that, as anticipated in the original plan we did not provide assistance to the projects in all of the areas of need identified at that time. The resource boundaries and time available by the aspirant program staff dictated that we provide more in-depth assistance on the highest priority needs, and more cursory, or no, assistance on the lower priority need areas.

It is appropriate to note here that during the time that the technical assistance activities took place many aspirants wrote proposals to OVAE for the annual federal BVT project funding. RMC and OVAE agreed that, for a variety of reasons, it would be inappropriate for RMC to provide assistance to the aspirants in that particular effort to secure support for their projects. While RMC did not discourage aspirants from submitting proposals to OVAE, our efforts were geared towards finding non-OVAE funding for the aspirants in need. That none of the aspirants succeeded in their efforts to secure OVAE funding is not

entirely surprising. Competition for the funds was particularly keen this year with federally-funded programs decreasing from an unusually high number of 19 to about half that number, and the proposal deadline occurred early in the implementation of the technical assistance activities.

Preparing for Technical Assistance

As with the host site visit technical assistance activities, care was taken to clearly identify the objectives to be achieved and the activities that would be engaged in to achieve them before any technical assistance visits took place. This preparation was conducted by phone and/or by mail with the key aspirant program staff, and was facilitated by the RMC staff assigned as that aspirant's coordinator. While the particular RMC coordinators were responsible for the overall planning and implementation of the assistance for their aspirants, the expertise of all staff members and external consultants was used wherever appropriate. The coordinators for the aspirants were:

Donald Cichon

- Polish and Slavic Center
- Sweetwater Union High School District

Cynthia Gimbert

- Chinatown Planning Council
- Flatbush Development Corporation

Charles Harns

- Kansas City Refugee Center
- Oakland Chinese Community Council
- Philadelphia School District
- Toledo Public Schools

Specific agendas and timetables were created by RMC staff in advance of the technical assistance visits, in consultation with the aspirants. Where consultants were used to deliver a service, the communication and planning became a three-way endeavor.

Conducting Technical Assistance

The visits were of two general varieties. One, individual and small group consultation took place with key staff on specific issues, sometimes including visits to potential funders and program supporters. Two, group training sessions were conducted for program staff in particular areas of concern relative to BVT program development, e.g., coordination of vocational and language components, materials evaluation and adaptation, and so forth. In some instances these two types of visits were combined. Technical assistance visits ranged from one to three days in length, with two days being the most common. Not including the visits to the federally-funded BVT program sites, most aspirants received more than one on-site visit from RMC staff or project consultants. In addition to the on-site activities, considerable time was spent consulting by phone and mail with the aspirants.

We observed on several occasions that having expert advisers -- i.e., RMC staff and their consultants -- provided through OVAE project funds at an aspirant site was, in itself, enough to arouse increased enthusiasm and support for the process of establishing a BVT project. This effect was apparent both within the project agency itself and with the potential funders, and was most pronounced in the assistance given to the Kansas City, Philadelphia, Toledo and Sweetwater aspirants.

Follow-Up to Technical Assistance

Specific follow-up actions for the aspirants and RMC staff were identified during the closing session of each technical assistance visit. Plans made at these sessions were intentionally quite specific, often noting who in the aspirant program and at RMC would do what to further improve the program, and when these follow-up actions would be undertaken. It is believed that these consistent and task-specific follow-up plans contributed strongly to the positive results of the technical assistance activities.

Individual reports on the technical assistance provided at the eight project sites follow. The reports are presented in alphabetical order according to the name of each aspirant group.

Reports on Technical Assistance to Each Aspirant Site

Chinatown Planning Council, Brooklyn, NY

Description of Program at Onset of Technical Assistance Activities

Chinatown Planning Council is a community-based organization serving Asian residents of the New York City area. Its 49 programs operate at several sites to provide English classes, job training, and social services to the community. RMC's technical assistance activites were directed toward one specific program, the Brooklyn refugee job training project.

At the onset of technical assistance, the Brooklyn program had been providing building maintenance and janitorial training to about 50 refugees a year since 1984. The program was funded through the Office of Refugee Resettlement's (ORR) Targeted Assistance funds; however, funding was scheduled to end in March of 1988. Project staff worried that once ORR funds dried up, refugees would no longer be able to obtain bilingual skills training in building maintenance fields. Thus, the primary objective of the technical assistance was to help the staff explore alternate funding sources and build their skills in gaining access to such resources.

Although the building maintenance/janitorial program had the major components of BVT (e.g. job-specific VESL, bilingual skills training, job placement, etc.) in place, they remained outside of the networks of BVT practitioners and were unaware of many of the materials and resources available in the area. The project was small, its staff consisting of a project director, a vocational skills instructor, a VESL instructor, a job developer and a secretary. On its

own, the project had come to use many of the strategies employed by successful BVT projects, but often they found themselves "reinventing the wheel." The RMC technical assistance activities made the experiences of federally-funded BVT programs available to CPC in areas where the project was experiencing difficulties, such as developing meaningful program entry and exit criteria and formalizing vocational and VESL assessment techniques. Additional assistance in the finer points of BVT, such as using an occupational task analysis to inform curricular changes, was also provided.

Summary of Technical Assistance Activities

The technical assistance activities were geared toward assisting CPC to gain needed resources and develop staff's skills in implementing BVT. In order to meet these objectives, four in-person activities were scheduled, and other assistance was provided by phone and mail. The four in-person efforts were:

1. A visit of CPC staff members to the OVAE-funded Employment Training Center of Arlington County Public Schools,
2. An occupational task analysis conducted by RMC staff member Harns and CPC staff at a local employer's worksite,
3. A one and one-half day consultation on gaining needed resources provided by RMC staff member Gimbert, and,
4. A two-day staff development workshop provided by two RMC staff (Gimbert and Harns) and a consultant from Northwest Educational Cooperative (Theodora Mills).

The phone and mail efforts included:

1. A critique of a past CPC proposal by two RMC staff (Gimbert and Nolan),
2. A critique of a current proposal by Gimbert,
3. An introduction to foundations which provide grants to New York City BVT-type programs, and,
4. A referral to BVT materials and documents potentially useful to CPC's program development efforts, including the curriculum package on building maintenance produced by the OVAE-funded BVT program in Elk Grove, California.

With the exception of the first in-person technical assistance effort noted above, the visit to the Arlington BVT project site, a description of each of the in-person technical assistance efforts follows.

1. Occupational Task Analysis.

This activity consisted of a training session on conducting a task analysis followed by an actual visit to a worksite to conduct such an analysis. Prior to the visit to CPC, Harns discussed with the project director the purpose and process of an occupational task analysis and CPC staff arranged a site visit to an employer who currently employed CPC graduates. On June 18 Harns met with the CPC vocational instructor and project director to prepare them for the task analysis exercise to take place the following day. The "whys" and "hows" of task analysis were discussed and clarified, and the group worked through a planning guide for task analysis activities and learned how to use a "Duty, Task Identification, and Prioritization Worksheet" and a "Task Detail Worksheet" -- all materials prepared by RMC.

On the following day, Harns, the vocational instructor, and the job developer visited the YMCA where a CPC graduate was working. Discussions were held with the supervisor and the graduate, and the team observed the employee carrying out his duties. Upon their return to CPC, Harns and the CPC staff discussed how the task analysis findings could be used to refine the curriculum. Harns followed up these discussions with a letter recapping the major ideas discussed and outlining possible concrete actions to be taken.

2. Gaining Needed Resources

On June 23 and 24 Gimbert provided on-site technical assistance at CPC in the area of Gaining Needed Resources. The objectives of this activity were:

a. To expand CPC's knowledge of funding sources,

b. To improve CPC staff's ability in proposal writing, and,

c. To refine the presentation of CPC's student assessment system in proposal.

Prior to the site visit, RMC staff:

a. Discussed current funding sources with project director,

b. Obtained information on how to access public funds in New York State (e.g. Carl Perkins RFP, Adult Basic Education contacts, etc.),

c. Developed a foundation prospect list for CPC, and,

d. Reviewed a past CPC proposal.

On-site activities included expanding knowledge of funding sources, critiquing a past proposal, revising a proposal section on assessment, exercises on reading proposals for completeness of responses, and a work session addressing difficulties CPC proposal writers were having responding to a local RFP for vocational training for LEP Asians. The project director, vocational instructor, job developer, and a proposal writer took part in these activities.

Following the on-site activities, CPC finished writing the Department of Employment/Department of Housing Preservation (DOE/DHP) proposal. RMC staff reviewed the proposal by mail and provided an over-the-phone critique before CPC's final revisions. The results of this and other technical assistance efforts are discussed in the subsequent "Extent of Adoption of the BVT Model" section. Furthermore, after discussing CPC's strategies for finding continued funding and reviewing the foundation prospect list, RMC staff obtained contact information, application guidelines, and detailed funding priorities for a selected group of foundation prospects and included the information in the technical assistance follow-up letter.

3. Staff Development Workshop

The final technical assistance activity consisted of a staff development workshop held jointly with Flatbush Development Corporation to improve line staff's skills in BVT. Training objectives included:

a. Developing an understanding of a BVT model,

b. Developing curricular strategies for coordinating vocational VESL components,

c. Developing skills in identifying, evaluating, and adapting materials, and,

d. Improving job development skills (e.g. developing a program marketing strategy, making effective "cold calls", and securing private sector involvement).

Extent of Adoption of the BVT Model and Other Indications of Positive Change

In summary, among the eight recipients of technical assistance CPC was one of the most advanced in establishing a BVT program. However, due to the uncertainty of continued funding, the project feared it might be in danger of closing its doors in Spring 1988. As of this writing, it is too early to determine the results of the assistance that RMC provided in proposal writing, the review of the DOE/DHP proposal, and examining new funding sources. Nevertheless, the funding situation appears brighter. As of early September the project director was optimistic that CPC would be awarded the DOE/DHP funding enabling the program to continue providing BVT in building maintenance to Asians. In October CPC was called in for negotiations on the contract. CPC reports that the funders found the proposal to be well-written, and the proposal writer offered that RMC was "in no small way responsible" for the proposal being well-received. Furthermore, the project director was now familiar with the local processes for competing for Carl Perkins, Adult Basic Education, and foundation monies, should the DOE/DHP funding not come through.

Project staff reported that as a result of RMC technical assistance they were able to refine their program. Vocational ESL was linked more closely with the vocational class through: 1) formalizing a weekly meeting time for the vocational and VESL instructor; 2) increased incorporation of technical vocabulary into the VESL class; and 3) a greater commitment on the part of the vocational teacher to helping the VESL teacher learn occupational vocabulary and the context in which it was used. Furthermore, staff plan to orient their training more toward actual job openings in their community. The instructors are planning field trips to work sites so that both the trainees and the VESL instructor can observe the actual jobs. The vocational teacher hopes to

incorporate a short on-the-job internship into the next cycle. Finally, curricular and instructional strategies changed. The vocational instructor reported that as a result of the occupational task analysis exercise he now itemizes the skills needed for a job and teaches the material in smaller chunks. Trainees no longer have to "stand there for an hour waiting for him to finish a demonstration," rather they now observe a three to five minute chunk and follow up with hands-on practice. In the next cycle, he plans to better assess the trainees' entry skills so he can tailor training modules to the needs of individuals. The instructors attributed these changes to what they had learned through the staff development workshops.

At the onset of technical assistance, the project, in large part, functioned in isolation from the BVT community. Participation in the regional meeting and the site visit to the Arlington project brought staff into contact with other BVT programs. The staff development workshop familiarized staff with BVT curricular materials available through national networks. By the end of the technical assistance, the project director had offered his help to a neighboring agency (Flatbush Development Corporation) that was beginning their first year of a BVT program.

Flatbush Development Corporation, Brooklyn, NY

Description of Program at Onset of Technical Assistance Activities

Flatbush Development Corporation (FDC) is a neighborhood development corporation and multiservice center in Brooklyn. FDC is involved in rehabilitating housing in the Flatbush area of Brooklyn and providing employment and training programs for neighborhood residents. In response to the large numbers of Southeast Asian refugees moving into the community, FDC began a Refugee Assistance Project (RAP) about three years ago. The project provides

employment services, translation and interpretation, housing assistance and education and training services for refugees.

At the onset of technical assistance, the FDC Refugee Assistance Program was planning to expand their services for refugees to include the provision of clerical vocational training. In the early stages of planning, the program was not conceived of as a bilingual vocational training program. Brooklyn College was scheduled to provide ESL and word processing/data entry instruction. FDC would recruit and select trainees and provide job development for graduates. As late as Spring 1987, vocational instruction and ESL were conceptualized as two distinct courses. (Students in vocational training could, if they chose, participate in an advanced section of general ESL but this was not required by the program.) Occupational-specific VESL instruction was not planned and no coordination was proposed between ESL and vocational instruction. However, in an attempt to provide strategies to make vocational training comprehensible to the limited-English proficient trainees, the proposal allotted funds for hiring an aide for the vocational classes.

By the beginning of the technical assistance, FDC had secured funding for the word processing/data entry program, and had drawn up a subcontract for Brooklyn College. Vocational instruction was slated to begin in October. Jennifer Monroe, the Director of the FDC Refugee Assistance Program (RAP), and Dai Luong Truong, an FDC job developer, were the key FDC staff to be involved in the project. Brooklyn College had not yet hired ESL or vocational instructors for the project and was hesitant to use staff time in program planning activities until financial compensation was initiated. Only the barest outline of the proposed program existed on paper.

Summary of Technical Assistance Activities

The technical assistance activities were geared toward improving FDC staff's understanding of the BVT model and developing their skills in running a

BVT program. A major goal was for FDC to develop a workable plan for coordinating a bilingual vocational training program before the scheduled October start-up of classes. The technical assistance consisted of four on-site activities:

1 & 2. Two visits by FDC staff to OVAE-funded BVT projects,

3. Visit by Gimbert to develop intake and coordination procedures, and,

4. Staff development workshop by Harns, Gimbert, and a Northwest Educational Cooperative consultant (Theodora Mills).

Activities one and two were described in Section I of this report. A description of the other two on-site activities follows.

1. Visit by Gimbert to FDC: Developing operational procedures for recruitment, intake, and coordination.

In June Ms. Gimbert spent one day at FDC working with Dai Luong Truong (Job Developer/Assistant Program Coordinator) planning operational procedures for the new vocational training program. At this meeting the decision was made to modify the program to incorporate the components of a BVT model. In particular, Ms. Gimbert and Mr. Dai designed a schedule and activities to coordinate vocational training, VESL instruction, and counseling/placement activities. Mr. Dai worked through the worksheets prepared by RMC on coordinating VESL and vocational training. These worksheets, and others addressing different areas of concern in BVT program development, have been submitted to OVAE. Together Mr. Dai and Ms. Gimbert designed class schedules, guidelines for teachers' meetings, and an initial list of "world of work" competencies for a counseling class. The purpose of each of these schedules and procedures was to facilitate coordination between program components by providing a management structure which allowed for coordination between staff from different institutional bases. Following the meeting, a typed summary of the meeting was mailed to FDC staff. The guidelines were then discussed by phone with the Director of the Refugee Assistance Project, who was unable to attend the meeting.

At the afternoon meeting, Mr. Dai, Ms. Sobaenari Ngin (Intake Counselor/ Receptionist) and Ms. Gimbert reviewed Chinatown Manpower, China Institute, and Phoenix BVT programs' recruitment and intake procedures. They then developed a Recruitment and Intake procedure and calendar for the first cycle of FDC's Word Processing/Data Entry program. Based on the discussions, Ms. Gimbert typed and mailed the following forms, copies of which can be found in Appendix H, to Mr. Dai and the Director of the RAP:

a. Recruitment and intake schedule (e.g. objective, activity, when, who),

b. Sample English version of publicity flier,

c. BVT phone recruitment procedures,

d. Data collection form for phone recruitment, and,

e. Sample intake interview questions.

The purpose of this activity was two-fold: 1) building skills in understanding and designing recruitment and intake procedures; and 2) developing a recruitment and intake system that FDC could use the following month.

2. Staff Development Workshop

A two-day workshop was designed to orient staff to bilingual vocational training, provide a forum for discussing problems and ideas for the new training program, and build skills in bilingual vocational training. The workshops covered:

a. Understanding BVT,

b. Developing curricular strategies for coordinating vocational and VESL components,

c. Identifying, evaluating, and adapting instructional materials,

d. Developing a program marketing strategy (e.g. using the 10-step approach to job development and making effective "cold calls" to employers), and,

e. Involving the private sector in the BVT program.

The workshop was presented by Harns and Gimbert (RMC) and Theodora Mills, a job development consultant from Northwest Education Cooperative.

The workshop was a joint staff development activity for FDC and Chinatown Planning Council (CPC). Since the CPC program was already in operation, CPC staff had experiences and resources to share with FDC. One of the positive outcomes of the training was the closer relationships developed between the two staffs. The CPC director offered his time and support to FDC staff as they planned their program.

Another positive outcome of the workshop was the orientation of peripheral staff members to the concept of BVT. Although FDC's plans called for involving the RAP Director, two job developers, two VISTA volunteers, and a receptionist/intake worker in the BVT program, only the RAP Director and job developer/assistant coordinator had been involved in planning the program. The busy schedule of the RAP director made it difficult for her to conduct staff development specific to the new training project since this project was only a minute fraction of her total responsibilities at the agency. The format of a two day workshop allowed the staff to focus on their roles in the upcoming training program and gain a general understanding of the BVT model. All of the above-mentioned six staff members, except the RAP Director, attended the training.

Extent of Adoption of the BVT Model and Other Indications of Positive Change

The technical assistance provided through this contract exposed the FDC staff to the federal models of bilingual vocational training for the first time. After participating in the Regional Meetings and visiting two federally-funded BVT programs, the key FDC staff decided to implement a BVT program in their upcoming word processing/data entry training. They began to modify the program design to incorporate occupational-specific VESL and coordination between the vocational and VESL components.

The technical assistance in recruitment and intake proved useful. The recruitment and intake process guidelines developed jointly by FDC and RMC

staff were followed. Three weeks before the targeted starting date, FDC had already selected 13 trainees for the 15 slots. Discussions with federally funded BVT program directors were influential in the staff's decision to meet with employers in the planning stages of the program. These discussions resulted in FDC establishing realistic program entry criteria, obtaining an increased understanding of the local word processing/data entry labor market, and developing contacts for later job placements.

In addition to these specific accomplishments to date, staff reported that a major contribution of technical assistance was the development of an overall understanding of how to manage a BVT program. The forms obtained from federally funded BVT programs regarding tracking student progress, counseling trainees, and developing curricula have guided the initial stages of program planning.

As of the end of September, however, financial difficulties were frustrating the staff's attempts to finalize their planning. The State was behind in paying for the previous year's contracts and the agency had received no up-front money for the new program. The college, in turn, was unable to engage in planning because FDC could not meet the first payment due before program start-up. Faced with these difficulties, the College staff decided to drop the occupational VESL component of the vocational training program and return to their initial plan of offering only general ESL classes. The vocational training program has been put on hold until the financial difficulties are resolved.

Furthermore, the Refugee Assistance Project Director is attending graduate school in Vermont and works at FDC in Brooklyn only on a very part-time basis. Much of the BVT program planning has fallen to the two job developers, Mr. Dai Luong Truong and Mr. Souvinn Chou. The extensive time spent in orienting Mr. Dai to the BVT model through his two visits to OVAE-funded BVT projects and

on-site technical assistance may prove important to the potential success of the program in this difficult period.

Kansas City Refugee Assistance Center, Kansas City, Kansas

Description of Program at Onset of Technical Assistance Activities

The Kansas City Refugee Assistance Center (KCRAC) is the primary provider of refugee services in the Kansas City, Kansas area. At the onset of the technical assistance KCRAC was providing training to Afghan and Asian refugees in data entry and sewing. A language component focused on both survival and job-cluster ESL. Some links with local private industry were in place.

Program staff consisted of the Program Director (Ms. Jane Henry), the VESL teacher, who also teaches the data entry course and who unofficially serves the role of Assistant Director (Dr. Gloria Directo), two other ESL teachers, the Job Developer (Ms. Pat Ballard), a consultant/instructor for the small sewing program, and support staff. Dr. Directo and Ms. Ballard attended the Houston regional meeting on behalf of KCRAC, and it was there that KCRAC staff were first exposed to the ideas of BVT.

Outreach and recruitment activities were weak. The fact that KCRAC is "the only show in town" lessened the urgency for KCRAC to develop that part of its program. Several strategies were used to overcome the clients' language barriers in the vocational training, including: 1) peer teaching by students with better language skills, 2) the use of "acting out" techniques by the teachers, and 3) the use of an ESL teacher, who speaks Thai and can communicate with the Laotian clients, as a translator on occasion.

Of primary importance was the fact that KCRAC was facing a possible end to its funding. KCRAC operates primarily on ORR Targeted Assistance funds which, at the time the technical asssistance activities began, were thought to be ending entirely in September of this year. KCRAC was unaware of, or

uncertain how to access, other sources of funding. Gaining needed resources and support was a top priority for KCRAC at the beginning of the assistance.

In summary, KCRAC had all of the primary pieces of the BVT model but no direct knowledge of the model and its finer points. Second, KCRAC was in danger of losing its source of funding. Technical assistance would be needed in areas which would: 1) increase KCRAC's understanding of the BVT model, particularly in the areas of VESL lesson planning, recruitment and publicity, and 2) improve their funding and resource base. Additional assistance in the more "refined" areas of BVT program operation, for example the adaptation of instructional materials, was to be provided if project resources permitted.

Summary of the Technical Assistance Activities

The technical assistance effort was geared toward improving KCRAC staff's understanding of the BVT model and improving the program's base of support. The assistance designed to meet these objectives consisted of three major on-site activities, and other assistance provided by mail and phone. The on-site activities were:

1. The visit of KCRAC staff members to the OVAE-funded Arizona Department of Education, Maricopa Community College BVT program;

2. The visit of Ms. Gail Shay, Director of the Arizona BVT project, as consultant to the KCRAC site; and,

3. The visit of two RMC staff, Charles Harns and David Nolan, and a National Alliance of Business consultant, Mr. Henry McHenry, to KCRAC for a two and one-half day consultation/training session.

The phone and mail efforts included:

1. Critiquing of a sample KCRAC proposal for funds;

2. Critiquing and provision of revised copy of KCRAC's curriculum/project promotion document;

3. Discussions pertaining to effective recruitment practices and the provision of reference material in that area;

4. Telephone discussion with Kansas City's Private Industry Council concerning their funding guidelines, areas of focus for funding, performance standards, and so forth; and,

5. Extensive written follow-ups to the three on-site activities, restating understandings reached and action items identified.

With the exception of the visit to the OVAE-funded BVT project site, a description of the on-site activities follows.

1. Visit by Ms. Shay as consultant to KCRAC: Improving operational procedures in BVT

On June 1st and 2nd Ms. Shay consulted with the KCRAC staff on-site in Kansas City. The purpose of this assistance was to provide specific advice on operational procedures in BVT programs to all instructional and job development staff, but in particular to the KCRAC Project Director. It should be noted that the Arizona program and KCRAC both provide vocational training in data entry skills. The major activities engaged in by the consultant were:

a. Observations of existing elements of KCRAC's program and discussions with staff members;

b. Critique of brochures and promotional materials/strategies;

c. Review of recruitment methods and techniques, and exploration of new ideas in this area; and,

d. Examination of VESL and vocational curriculum and teaching methods, and advising on improvement in these areas.

This visit reinforced for KCRAC the importance of improving their recruitment and promotion strategies and their VESL curriculum, and provided direct experienced assistance in doing so. As a result of this visit several key follow-up activities were identified.

First, Ms. Henry and Ms. Shay would continue to be in contact by telephone to discuss the implementation of new ideas in these areas of concern. Second, Ms. Henry would begin to explore some of the suggested methods for organizing a venture to produce and market native crafts with KCRAC's Hmong clientele. Third, Ms. Shay would take steps to form an Employer Advisory Council. Finally, Ms. Shay would send KCRAC copies of pertinent student intake and assessment forms, VESL competency lists, and lesson formats, and would continue to advise KCRAC staff on their use by phone in the coming weeks.

2. Visit by Research Management Corporation staff and private sector consultant: Gaining needed resources.

From June 8th through 10th, RMC staff (Harns and Nolan) and a consultant from the National Alliance of Business (Mr. Henry McHenry) provided on-site technical assistance at KCRAC in the area of Gaining Needed Resources. The objectives of this activity were:

a. To improve KCRAC's relationship with possible funders;

b. To expand KCRAC's knowledge of funding sources;

c. To improve KCRAC's ability to link with the private sector; and,

d. To improve KCRAC staff's abilities in proposal writing.

The agenda for this two and one-half day session included:

a. Discussions with the KCRAC Program Director and RMC staff;

b. Training session in establishing private sector linkages, facilitated by Mr. McHenry;

c. Training session in proposal writing, facilitated by RMC staff Charles Harns and David Nolan; and,

d. Meetings of the Program Director and RMC staffperson Harns with:

1) Ms. Kim Hanes, Refugee Coordinator, Social and Rehabilitation Service;
2) Ms. Ann Conway, Acting Director of Kansas City Private Industry Council, and local JTPA contact person;
3) Ms. Carolyn Olson, Kansas Department of Education, Perkins Funds Administrator; and,
4) Mr. Larry Laverentz, regional contact person for ORR.

The KCRAC Program Director, Job Developer, and key vocational and VESL staff attended the private sector consultant's workshop and the proposal writing session. All other activities were undertaken one-on-one with the Program Director.

This activity emphasized for KCRAC the importance of taking a broad view and a systematic approach to the continuing challenge of finding funding. As a result of this effort several follow-up actions were identified for both the KCRAC Project Director and the Research Management Corporation staff. Included in the follow-up actions were the preparation by KCRAC of an executive

summary of a proposal to JTPA, continual monitoring of the ORR funding situation, establishing contacts with area vocational-technical schools, and RMC's critique of KCRAC's curriculum. An extensive follow-up letter, similar in scope to the one written to Toledo Public Schools and found in Appendix F, was written to specify the follow-up actions referred to, and specifically detailed who would do what by what time.

Extent of Adoption of the BVT Model and Other Indications of Positive Change

At the beginning of the technical assistance activities KCRAC was in a position to move into the BVT model with relative ease, provided that funding could be found to support the continuation of their program. One of the key changes observed as a result of the technical asssistance was in the VESL program, where the focus was shifted from survival and general job English towards the job-specific VESL advocated in the BVT model. One example of this shift is the revision of the health component of the VESL curriculum to focus more specifically on the communication of health concerns by employees to their employers. Dr. Directo's experience at the regional meeting, her visit to the Arizona BVT program, and the subsequent work with Ms. Shay all contributed to this change.

Additionally, closer links with the private sector were developed. As a result of the Gaining Resources session, the Job Developer and Program Director contacted more companies in their area who employ data entry clerks and seamstresses, seeking a commitment to employ KCRAC's graduates and the provision of additional support for the program. A letter from Ms. Henry on July 17th provides a report on the results of that effort with the computer companies, and is quoted here with her permission:

> Pat [Job Developer] and I have a meeting with DST tomorrow to discuss a linkage with them. The personnel manager there is very receptive to working with our computer training program. Next week we have a meeting with the manager of Datascribe. She is willing to donate their used equipment to our program and wants to talk about this agency training her employees until they are job ready because she no longer has the time to do it herself.

In discussions with Ms. Henry in late August, she advised RMC that an agreement had been reached with the DST company to interview KCRAC's program completers. Additionally, a key person from the Datascribe company had been invited to serve on KCRAC's Refugeee Advisory Council and had expressed an interest in doing so.

These additional changes, which KCRAC attributed to the provision of the technical assistance, were noted by Ms. Henry in that discussion.

1. There are improved relations with the Kansas City PIC. The PIC's director, Ms. Ann Conway:

   a. Is now serving on KCRAC's Refugeee Advisory Council, and the PIC is also represented on the newly-formed Employer Advisory Group;

   b. Has provided a sample of an exemplary proposal for KCRAC to use as a guide in its proposals to the PIC; and,

   c. Appears enthusiastic about the prospect of KCRAC implementing a project through the PIC.

   KCRAC is preparing to apply for JTPA funding during the PIC's next funding cycle. This submission should be made in April of 1988 for June funding.

2. There is a raised awareness of the importance of an active and creative recruitment process. Initial meetings have been held with a graphics consultant interested in designing KCRAC's outreach materials. Ms. Shay's assistance was noted as most helpful in initiating this change, and final production of these materials will be possible when new funding is received. KCRAC will submit a special request for funding for recruitment activities to its parent organization, Community Service Center, in the next budget cycle.

3. There has been an affirmation of the KCRAC staff's professionalism and the direction KCRAC is headed with its work. KCRAC has discovered that it is not alone in its efforts to develop an effective model for short-term vocational training for LEPs, and that much work has been done in that

regard already. There is an new understanding of the BVT model and of ways to tap into the BVT network.

Additionally, approximately one month after the Gaining Resources technical assistance activity took place, Ms. Henry informed Research Management Corporation that the State ORR office had identified seven thousand dollars in unexpected funds and was providing a portion of those funds to KCRAC. At the same time she was informed by ORR that her program would be receiving Targeted Assistance funds again in September to fund KCRAC through March of 1988, and that KCRAC would be able to apply for additional Targeted Assistance funding at that time. Ms. Henry credited our efforts in "making the rounds" with her during the Gaining Resources visit as having been helpful in creating these positive outcomes.

A similar result came from RMC and Ms. Henry's visit to the Kansas City PIC during the TA visit.

On October 19th Ms. Henry wrote to RMC:

> "...the fact that Ms. Conway called to tell me of available funding is directly related to your contact with her during our BVT technical assistance. Without the BVT assistance, there is no doubt that she would not have called."

Next, KCRAC is preparing to submit a proposal for special funding for a BVT-type program to ORR in Washington. The Kansas City ORR officials visited during one of the on-site activities have expressed their support for the idea, and a plan of action and time frame have been developed. KCRAC's project director is now confident of her ability to identify and contact appropriate people in the BVT network to assist her in this and other endeavors when necessary.

Also, while KCRAC was already aware of the Refugee Materials Center, also located in the Kansas City area, the TA reinforced for KCRAC the importance of that special repository. When news of the Materials Center's closing reached

KCRAC, Ms. Henry arranged for two copies of most Materials Center's documents to be housed at KCRAC, where they will be available on a loan basis to other practitioners.

Finally, plans are underway to tailor KCRAC's proposal for the March 1988 Targeted Assistance funds to include many ideas generated during the on-site session with the private sector consultant, Mr. McHenry. In particular, this submission will propose the development of a profit-making subsidiary to KCRAC which will be a source for the production and marketing of crafts developed by Hmong clients, as well as a source for training and possibly employment of these craftswomen.

It can be concluded with some confidence that the technical assistance activities provided to KCRAC were of considerable help in their efforts to move more towards the BVT model of operation, and in their efforts to secure the program's funding base.

Oakland Chinese Community Council, Oakland, California

Description of Program at Onset of Technical Assistance Activities

The Oakland Chinese Community Council (OCCC) is a private non-profit multi-service agency serving Chinese immigrants in the Oakland and greater East Bay area since 1968. Activities include newcomer orientation, tutorial and counseling services for youth, special programs for the elderly and the Employment and Training Programs. Ms. Beatrice Lee is the Manager of the Family Services Division, under which the Employment and Training (ET) Programs operate. Currently there are two ET programs, both JTPA-funded: the Older Workers Program serving 12 clients, and the Adult Vocational (AV) Program serving 60 unemployed or under-employed LEP Chinese clients per year. OCCC has received JTPA funding for its programs for ten years and is securely funded for

the current and upcoming years. It is the AV program that was targeted for improvement through the provision of technical assistance in BVT.

The AV program includes vocational skills training in two areas: janitorial and hotel maintenance, and production (factory assembly). The training cycle is four months in length; approximately 20 students are served in each cycle. The program approach includes VESL, counseling and support, and job development services. The vocational instructors do not speak Chinese and no bilingual teachers' aides are currently used. The instructors rely on much demonstration, on peer tutoring from students with more advanced English skills, and on the use of the many bilingual staff members who work close by to translate on occasion. In a unique approach to job readiness training, OCCC trains all clients in both vocational areas during the four month training cycle. Two vocational instructors, both employees of the Oakland School District, teach part-time at OCCC. Their instruction is considered as part of their normal teaching day in the school system, and the two instructors have different institutional bases within the school system. Neither consider OCCC to be their operational base, nor could Ms. Lee be considered their actual supervisor. The VESL instructor is directly employed, part-time, by OCCC. Two bilingual Employment Specialists/Vocational Counselors work full time on the ET programs.

From the beginning, OCCC was recognized, along with the Sweetwater Union High School District, as an asprirant with a well-developed BVT-type program already in progress. It was anticipated that OCCC would require less technical assistance than most other aspirants, and in fact this turned out to be the case. It is interesting to note, however, that the federal BVT model was not well known to OCCC prior to Ms. Lee's participation in the Oakland regional meeting.

In sum, at the onset of the technical assistance OCCC had a well-established BVT-type program in place. Needs assessment activities, however, revealed some noticeable areas for improvement. These areas included:

a. Coordination between the vocational and VESL components;

b. Student intake and assessment activities;

c. Understanding the BVT model;

d. Developing the job developers' skills;

e. Identifying, evaluating and adapting instructional materials for use with LEP populations; and,

f. Establishing employer advisory councils.

Summary of the Technical Assistance Activities

The assistance designed to respond to the noted needs consisted of one on-site activity and other assistance provided by mail and phone. The on-site activity was a three-day staff development workshop. Mail and phone activities included the development of guidelines for the establishment of employer advisory councils, provision of the guidelines to Ms. Lee and follow-up phone discussion on that topic.

OCCC did not participate in a host-site visit, as did most of the other aspirants, because they had recently visited a Bay area OVAE-funded site. A description of the on-site activity follows.

Staff Development Workshop

From September 15th through 17th RMC staff members Harns and Gimbert, and consultant Ms. Coralee Meyer, provided a three day inservice workshop at OCCC. Ms. Meyer is a California-based job development specialist who operates as a private consultant out of Santa Cruz. Ms. Meyer was asked to consult with OCCC based on her direct knowledge of local job market conditions and Bay-area agency practices, stemming from her experience working as a job developer in several agencies. The workshop participants were:

- Ms. Beatrice Lee, Division Manager (Family Services);
- Mr. Grant Garcia, Vocational Instructor (Janitorial and Maintenance);
- Ms. Kit Cho, Employment Specialist/Vocational Counselor;
- Mr. Brian Leung, Employment Specialist/Vocational Counselor; and,
- Mr. Byron Huey, VESL Instructor.

The workshop objectives included building the participants' skills in the following areas:

a Job development and placement;

b. Understanding the BVT model;

c. Coordinating the various components of a BVT program;

d. Student intake and assessment; and,

e. Instructional materials identification, evaluation and adaptation.

The workshop design included many hands-on activities during which the participants worked together to identify and analyze problems, and make plans for their solution, as well as to practice new skills. Structuring the workshop in this manner provided an opportunity for the staff to learn about one another's jobs, their skills and their points of view towards the program in a non-threatening and cooperative atmosphere, as well as simply giving the opportunity for staff who rarely interact to do so. This was considered to be particularly important because of the obvious problems OCCC was confronting in trying to coordinate the vocational and VESL components. As mentioned, the vocational instructors have stronger links with their school system than with OCCC, and the VESL teacher is a direct part-time OCCC employee.

In this regard it should be noted that while coordination was not taking place on a very formal or systematic level at OCCC (there were no sharing of lesson plans in advance and no "coordination meetings" per se), the vocational and VESL instructors were coordinating their instruction to some extent already. They met occasionally over the lunch hour to brief one another on their lessons and to gain insight into the other's instructional plans. The training session in coordination provided these instructors with the

opportunity to review their approach in relation to practices found in successful BVT programs, and to incorporate new ideas where applicable. During a follow-up meeting between Harns and Ms. Lee other ideas for improving coordination at a more formal level between the school district and OCCC were discussed and some specific plans were made.

The importance of the coordination session in this training was again confirmed by the participants in their evaluations. Several noted that more time was needed, and one noted that the session took longer because "people wanted to share their innermost feelings about the program and reservations toward the the BVT model." This was taken by the trainers and Ms. Lee to mean reservations by the instructors towards the implementing of more formalized or systematic coordination procedures. The trainees' evaluations of the three day inservice were quite favorable overall.

Extent of Adoption of the BVT Model and Other Indications of Positive Change

OCCC was practicing BVT in all but name before the beginning of this project. As with many other BVT providers, certain aspects of their program were in need of improvement and refining. Perhaps the most obvious changes that occurred and are continuing to occur as a result of the technical assistance are the following.

1. The technical assistance offered a confirmation and an affirmation of the approach OCCC takes to training LEPs for jobs. There is a renewed feeling at OCCC that they are on the right track and are not alone in their efforts.
2. OCCC is now in the process of ordering materials from the Refugee Materials Center and from the Curriculum Coordination Centers (through the Americas catalogue). They have acquired and are using the CASAS test in ESL, brought to their attention during the TA. Pre and post test scores will be

compared to inform the setting of performance standards for the program. Additionally, the staff has requested the BEST Test from Refugee Materials Center and will be reviewing it for possible use with their program.

3. There is an increased understanding of the BVT model among all staff and of the role their particular duties play in the successful operation of that model. OCCC staff can now talk knowledgeably about the model, raise questions and make their own plans.
4. Plans are in place to further improve the coordination between the vocational and VESL components. Lesson plans will soon have to be submitted in advance by the instructors, making it possible for the VESL and vocational curricula to become more closely meshed. Additionally, direct talks between Ms. Lee and the vocational teachers' supervisors in the school district are planned.
5. Their job development plans have been revised and streamlined. OCCC now makes fewer calls on employers, but they are more clearly targeted at key employers.
6. Plans are being made to create an Employer Advisory Council specifically for the Adult Vocational Program.

A general comment made by the Division Manager in a late October phone conversation is interesting. She noted that it has been helpful for her to learn that there is a BVT supporter (OVAE) that actually seems concerned with the cultural and language groups, the people, rather than simply with the product, i.e., with what they can produce in the job market, as the JTPA group appears to her to be.

She also noted that while the Federal BVT model was useful and practical, there is a need to discover how non OVAE-funded programs operate to serve similar needs. The non-funded model, she felt, may have some different

characteristics arising from the complexities and often inadequacies of the funding bases of the programs.

Philadelphia School District

Description of Program at Onset of Technical Assistance Activities

At the onset of the technical assistance activities Philadelphia School District (PSD) was providing vocational training to adults in a variety of skill areas. Of the 300 participants in the program as of this June, 20% were Hispanic -- many of whom were LEP. The rest of the students were non-LEP. Past clientele for this program had included LEP Southeast Asians (primarily Cambodians), Haitians and Ethiopians, although the participants had always been primarily native English speakers. There was no separation of LEPs from non-LEPs in the training classes. The skill areas for training included cosmetology, auto mechanics, nurses aides training, welding, electricity and industrial sewing. Resources and staff from PSD's secondary vocational program were used to the fullest possible extent in the adult program. In an early survey undertaken by RMC, PSD described their program as one "that provides classroom-based vocational skills training augmented by some ESL support".

A PSD staff member, Ms. Wilhelmina White, held the title Coordinator of Vocational Education for LEP students. Ms. White attended the first regional meeting on BVT in New York City in January, as did her colleague Mr. Thomas Rosica, Executive Director of Categorical Programs for the school district. This was apparently Ms. White and Mr. Rosica's first systematic exposure to the BVT model.

Further needs assessment activities revealed these other characteristics of the PSD program:

- The LEP vocational students received little if any VESL (while ESL was offered it was not mandatory, was implemented separately from the vocational training and no coordination took place between these two components);

- Vocational instructors had little if any training in instructional strategies useful when working with LEP students, although many had developed "common sense" strategies, some consistent with BVT methodology, to assist these students;

- Bilingual teachers' aides were not used, although some planning had taken place to provide them in the 1987/88 school year;

- Outreach and recruitment activities targeted to the LEP community were not well-developed; and,

- The organizational context of the seedling program was highly bureaucratic with potentially overlapping areas of responsibility and authority, and with many potential administrative obstacles in its path to fuller development.

While funding for the provision of "traditional" adult vocational training was in place and seemed secure, funding for the provision of special services to the LEP adult vocational students appeared to be more problematical. The funding situation was identified as one possible factor impeding the further development of a BVT program in PSD, but was not seen as the primary obstacle in this case. It appeared that much could be done with the support that was in place and planned. Gaining support and increasing understanding among principal players, and building the program staff's skills in BVT strategies and methodologies, were of primary importance. Finding additional special project funds was of secondary importance. In sum, PSD's existing program bore a greater resemblance to traditional vocational education than to the BVT model, and its existing level of support was enough upon which to build. The technical assistance would best be focused on staff development activities and on the gaining of institutional support. Some attention would be given to the funding situation.

Summary of the Technical Assistance Activities

The assistance designed to respond to the noted needs consisted of three major on-site activities and other assistance provided by mail and phone. The on-site activities were:

1. The visit of Ms. White to the OVAE-funded BVT program at the Employment Training Center in Arlington, Virginia;

2. The visit of RMC staff member Harns to Philadelphia to assess PSD's capacity to develop a BVT program, to gain commitment from key people, and to assist the PSD in the initial conceptualizing and planning of their BVT project; and,

3. Visit of RMC staff members Harns, Gimbert and consultant Ms. Coralee Meyer to the PSD to conduct a three day staff inservice in BVT.

The phone and mail efforts included:

1. Telephone conversations with Philadelphia's PIC, gaining information on their proposal guidelines, identified priority areas, and so forth;

2. Review of Philadelphia PIC's RFPs and phone discussions with Ms. White concerning these proposals;

3. Development and provision of a sample budget for a JTPA-funded BVT pilot program;

4. Several strategy sessions by phone with Ms. White to design and prepare for the two on-site visits to Philadelphia; and,

5. Written follow-up to the three visits, re-stating understandings reached and action items identified.

A description of the second and third on-site activities follows.

1. Visit by RMC staff member to PSD: Conceptualizing and planning BVT, and gaining needed support.

In the weeks following the visit to the Arlington project it became increasingly clear that the level of support for BVT in the PSD administrative structure was inconsistent. While Ms. White was enthusiastic about the use of the BVT model in the PSD and an active and articulate advocate, there were other indicators that conveyed a more mixed message. It became apparent that Ms. White had promoted the program as far as she felt she could, but would now need outside assistance to solidify PSD's internal support for the program. It was decided that an RMC staff member (Harns) would go to Philadelphia to assist Ms. White in gaining the needed commitment from principal players. Additionally, if things went well through this phase of the visit, work could proceed at that time on further conceptualizing and planning the program with the key

people. The specific objectives of Harns' visit to Philadelphia on July 2nd and 3rd were:

a. To assess the PSD's commitment to establishing a BVT project;

b. To reassess the PSD's capacity to implement a BVT project;

c. To identify the scope and nature of the BVT project most likely to succeed in Philadelphia at this time; and,

d. To promote the idea of establishing such a project and gain the support of the principal players.

The activities engaged in during this visit included:

a. Preliminary strategy meeting with Ms. White;

b. Discussion and planning session with principal players, including:

1) Dr. Rita C. Altman, Associate Superintentent for Curriculum and Instructional Development,
2) Dr. Marion B. W. Holmes, Executive Director Career and Vocational Education,
3) Mr. Thomas Rosica, Executive Director of Categorical Programs,
4) Dr. Rudolph Masciantonio, Director of Foreign Language Education,
5) Mr. Richard L. Brown, Administrator of the James Martin School,
6) Dr. Samuel Kaplan, Assistant Director of Home Economics and Health Occupations,
7) Dr. Hermine Chern, Research Associate, Office of Planning, Research and Evaluation;
8) Ms. Wilhelmina White, Coordinator of Vocational Education for LEP Students;

c. Follow-up meeting with vocational instructors in sewing program;

d. Tour of potential BVT program sites; and,

e. Final planning session with Ms. White.

This visit proved critical in the further development of PSD's BVT program. As a result of the initial meeting, key PSD staff reaffirmed their interest in developing a BVT program and reached consensus that the objectives of such a program were consistent with the objectives of PSD's adult vocational program. Additionally, agreement was reached that such a program could serve a need not now well-served by PSD's adult vocational program -- that of providing the LEP community with viable training opportunities. Further, the adult vocational program at the James Martin school, which provides skills training in power sewing, was identified as the most appropriate place to begin a pilot project.

The project would proceed under the direction of Mr. Brown with special assistance from Ms. White. Ms. White was given the responsibility of itemizing the type and level of commitment that would be necessary from the PSD in order to make the pilot program work well.

Finally, the visit laid the groundwork for the next phase of the assistance: the provision of an on-site staff development workshop. Discussions with key staff, including two vocational instructors, informed the decision on what type of staff development activities were most needed, and a specific training agenda was developed.

2. Visit by RMC staff members and consultant: Staff development workshop

From September 21st through 23rd, RMC staff members Harns and Gimbert, and consultant Meyer, provided a three day inservice workshop at PSD. The workshop participants included vocational instructors, administrators, program coordinators, bilingual community specialists, ESL specialists, counselors, and job placement specialists. In all, twenty three staff participated over the three day period. The workshop objectives included the building of participants' skills in these areas:

a. Job Development and placement;

b. Recruitment;

c. Conceptualizing and planning a BVT program;

d. Coordinating the various components of a BVT program;

e. Student Intake and assessment; and,

f. Instructional materials identification, evaluation and adaptation.

The workshop, designed as it was to bring the trainees together through their participation in a variety of hands-on problem-solving activities, served a variety of important purposes. First it familiarized the participants, many from sections or locales in the school system that rarely interacted, with one another and their common concerns. This laid important groundwork for

coordination and collaboration in the upcoming BVT pilot program. Second, by using training techniques that built upon the skills and experience of the participants it illustrated that the concerns of a BVT program were concerns with which they were already dealing and with which they had some expertise and knowledge to share. Finally, by using a very hands-on approach throughout, the participants were able to build real skills and experience BVT methodology in action.

By the end of the workshop the trainees were quite enthusiastic about the BVT model and were anxious to use what they had learned. Some issued this challenge to the administrators present at the workshop's close: "Now you have to get us the support we need to start this program!" Additionally, the administrators privately acknowledged to RMC staff that the trainees had given them positive feedback on the usefulness of the training over the three day period, and the administrators took this as a confirmation that a BVT program could work in PSD. The trainer-provided evaluations completed by the trainees throughout the workshop were consistent with the administrators' reports to RMC staff.

During a later discussion with a key staff person, when the quality and practicality of the workshop was more thoroughly and privately discussed, one criticism did emerge. The job development training, while generally found to be of high quality, would have been improved by narrowing its focus and by using even more strategies to elicit the trainees' active participation.

Extent of Adoption of the BVT Model and Other Indications of Positive Change

As noted at the beginning of this aspirant's report, the PSD program bore little resemblance to the BVT model at the onset of the technical assistance. Positive changes occurred and are continuing to occur in the PSD bringing them closer to the BVT approach. First, there is unquestionably a greater awareness

and enthusiasm for BVT at all levels within PSD: with those in executive positions, with coordinators and administrators, with the teachers, and with the counselors and related staff. These people can now talk knowledgeably about the BVT model, ask important questions, raise issues and do planning for BVT. Second, and of great importance, is the development of an understanding by the language department staff and the vocational instructors of what VESL is in a BVT program. This understanding helped allay the fears of one vocational instructor that the provision of a VESL instructor in a BVT pilot program would interfere with her job or even replace her. Further, the vocational instructors have become aware of the similarities of their current instructional strategies for serving LEPs with those of the BVT model, and have become aware of additional strategies that might be helpful. There is now both an understanding of and a receptiveness to the idea of BVT.

Additionally, at least five operational changes have occurred or are occurring:

1. Three Bilingual Community Specialists have been hired. These staff members will be supervised by Ms. White and will fulfill responsibilities in the areas of aiding teachers, doing outreach and recruitment, and assisting in job development. While the hiring of these staff is not attributable to the TA, as they were planned-for prior to the TA, their anticipated responsibilities have been changed to provide reinforcement to the BVT approach.
2. Mr. Brown and Ms. White have agreed to request that an ESL instructor be assigned to the James Martin school to assume VESL responsibilites in the pilot program. Because of the widespread support for the development of the pilot program, it is anticipated that the request will be approved. The provision of this teacher is seen as the linchpin to the pilot program, and an official response to the request is anticipated by early November.

3. The site of the pilot program and the vocational skill area to be targeted have been identified. The program will be in industrial sewing and will take place at the James Martin school.
4. Lines of communication and responsiblity for the pilot program have been clarified: Mr. Brown will be the program's direct administrator and Ms. White will offer coordination assistance and the provision of specified staff and other resources.
5. Funding for the development of the pilot program is being provided through the existing resources of the PSD.

In sum, through the provision of the technical assistance the PSD has become aware of the quality and practicality of the BVT model, as well as with the commitment of the federal government to promote it. Operational changes have occured and are continuing to occur in the PSD, moving them closer to the BVT model. Additionally, the technical assistance has improved the skills of key PSD staff in specific aspects of BVT. As of this writing the PSD has yet to start the pilot program, and the posting of the VESL teacher has not yet been approved. If and when approval is granted, PSD will be in the position to start the pilot BVT program.

Polish and Slavic Center, New York City

Description of Program at Onset of Technical Assistance Activities

The Polish and Slavic Center (P&SC), through its Refugee Assistance Program, provides direct job placement services to Eastern European refugees, mainly Poles and Romanians. It also conducts an Employment Readiness Seminar for those unable to obtain job placements successfully, and is a QDE (Qualified Designated Entity) for the legalization of aliens -- again, mostly Eastern European and especially Poles and Romanians -- under the Immigration Reform and Control Act.

P&SC refugee program clients have, for the most part, building trade skills from their native countries and thus seek trade placements in New York. For most such placements union certification is required, usually including apprenticeship programs, which depend upon some fair degree of English language proficiency. Since most newcomers cannot participate in such union preparation programs until their English is adequate, they work at related occupations, such as carpenters' helpers, maintenance assistants, and so on. Once their English ability is adequate, then they often do go through union training -- both vocational courses and apprenticeships. But if they had access to an English program directly connected to both the trade skill in which they had competence and to the area in which they want to receive training, that they could move out of the assistant and helper type jobs more quickly and participate in the union training programs without as much delay. As a result, less of their skills would be "wasted."

The key objective of the technical assistance to be provided to P&SC was to develop a realistic plan for a pilot BVT program, which could be marketed with the unions, the local Department of Employment, JTPA, or other sources. Once this pilot was developed, supported, and operated, then the foundation would have been laid for the expansion of the BVT concepts into other skill areas and more involvement with the union certification processes.

The key staff member involved in the development of BVT activities at P&SC was Mr. Chris Olechowski, the Refugee Assistance Program Director. Any staff that would be available to work on a BVT program would have to be newly hired from outside. His only other staff, two job developers, are committed full-time to very specific activities in the refugee services grant which funds them.

Summary of the Technical Assistance Activities

The major technical assistance activities to serve the foregoing needs at P&SC were:

1. A site visit by D. Cichon of the RMC staff to meet with Mr. Olechowski;
2. Assistance through written mailed items; and
3. Follow-up telephone discussion of progress and critique of written materials.

Each activity is further elaborated below. The P&SC did not participate in a visit to an OVAE-funded BVT project site for two reasons. First, being located in New York City, Mr. Olechowski was already familiar with some of the local funded BVT programs. Second, P&SC came "on board" in the technical assistance rather late, after another aspirant (Vietnamese Association of Illinois) withdrew from the technical assistance process. In sum, visiting an OVAE-funded BVT program was not seen as an important enough need to merit a special additional trip for just that purpose.

1. RMC Visit to P&SC for program planning

The first set of activities at P&SC was geared toward: 1) familiarizing RMC staff member, Cichon, with the agency's programs, resources, and real interests in relation to BVT, 2) assessing the best candidate skill area for the pilot program, and 3) outlining the program, determining the budget needed, and planning a marketing strategy to obtain the resources needed. A good number of P&SC's clients had the necessary skills and the interests to become building maintenance superintendents (which requires a Boiler #6 license) and had expressed interest in that vocation. Also, there were many job openings in that area. Further, since the preparation for the Boiler #6 class and examination was not very extensive, it was decided to focus the plans on this skill for the pilot BVT program.

The boiler program could be offered at any of three increasingly comprehensive levels:

a) teach the English required to enter the license training program and to take the written exam;

b) teach the boiler maintenance skills and the attendant English to prepare for the exam (here P&SC would have to obtain the authority to teach the City-offered course, possibly with a City teacher);

c) do "b" above, plus administer the boiler exam (again, City authority needed).

The decision about which level to aim for would depend upon the advice and alternatives offered at meetings with city officials in the next stages.

Next, a detailed outline of the objectives and expected outcomes, curriculum and instructional materials, class structure and schedule, staff, recruitment and intake procedures and budget was developed. This outline will be used as the basis for Mr. Olechowski's discussions with potential funding agents and as the basis for proposal writing and other planning activities in the development of this program.

The agencies P&SC should have discussions with, both for learning of the various authorities with which they will have to cooperate and as potential funding sources for the pilot Boiler #6 program, include: the NYC Department of Employment, the state Labor Council, the NYC Board of Education (which controls the licensing exam), and specific unions involved with building supervisors.

2. Mailed assistance items

After returning from the site visit, RMC provided a) a copy of the VELT Resource Package from the Refugee Materials Center, with annotations for relevant types of VESL programs, b) references of potentially useful curriculum materials from the Americas' Annotated Bibliography, and c) a list of private foundations known to fund BVT-type activities in the NYC area.

3. Follow-up assistance

As of the writing of this report, some further technical assistance may be provided to P&SC. As proposals are written, RMC will critique them. As

meetings are held between P&SC and the agents mentioned above, RMC will be kept apprised of progress and will offer suggestions as warranted.

Extent of Adoption of the BVT Model and Other Indications of Positive Change

No BVT activities in any reasonable form are being conducted at this point. However, two meetings were held by the Refugee Programs' Director to pursue the opportunities -- one with the Director of the Department of Employment from whom some specific contacts were recommended, and one with the Deputy Director of Employment for the Brooklyn area, an individual who was formerly a BVT Director herself (Ms. Nora Wang). From this latter meeting, suggestions were made to contact private corporations to request support for a demonstration project of the Boiler Training Program. These contacts are the next step for P&SC follow-up.

Sweetwater Union High School District, Chula Vista, California

Description of Program at Onset of Technical Assistance Activities

The Sweetwater Adult Education Division provides programs in Adult Basic Education, English as a Second Language, and Vocational Training for South San Diego County Adults. This Division is the fifth largest adult program in California, operating three schools at seven main sites and 54 satellite locations, and serving some 26,000 students annually. Over 70% of the student population is of a non-Anglo ethnicity, with Hispanics being the largest ethnic group at 52%. Thus, most students are of limited English proficiency.

Programs in Sweetwater are funded from such sources as the Job Training Partnership Act, State Vocational Education (Perkins), Greater Avenues for Independence (GAIN), and Refugee Targeted Assistance Grants, in addition to regular district support. The vocational skills taught cover a broad range, including: auto mechanics, auto body, bank teller, machinist, blueprint,

electronics, cabinetmaking, fast food management preparation, business, nurse assistant, power sewing, linoleum laying and welding. The ESL programs, in which some 24% of the student population participates, are an integration of Competency Based Adult Education (CBAE) and the California Adult Student Assessment System (CASAS). They encompass seven levels and include pre-vocational and vocational ESL. Support services include counseling and job search assistance, as well as direct services or easy access to transportation, uniforms, disability rehabilitation, a loan program, clothing, housing assistance and personal counseling.

Key staff involved in the development of BVT activities in Sweetwater are Susan Yamate (Project Specialist), Lynn Robinson (ESL Coordinator), Rosalind Brizendine (Special Projects Director), Diane Carpenter (Vocational Counselor), and Jerry Rindone (Adult Education Director). Ms. Yamate participated in the BVT Regional Workshop in Oakland, CA.

Although the district does not label any of its programs as BVT, in fact many are generally consistent with what has become known as the BVT model. That is, they have many bilingual vocational teachers who teach in two languages, and the ESL and VESL classes are sometimes coordinated with the vocational classes, at least in terms of content. The areas for development which the staff identified included: 1) overall conceptualization of a BVT model which could guide the continued development of their programs; 2) further coordination of the vocational and English language components; 3) gaining additional resources; 4) the specific development of a pre-vocational ESL program so that LEP adults could better benefit from the wide variety of vocational programs offered, and of VESL curricula in building maintenance/ property management and in electronics repair; and 5) official School Board and administration support of the BVT concept and programs, to provide legitimacy and further resources (financial and others) in their BVT development efforts.

In fact, the last need listed, official policy support, was viewed as the highest priority by the staff in terms of RMC's technical assistance. They felt that the district's commitment to BVT-type efforts had waivered in the past and it was now necessary to encourage the building Principals, teachers, and special personnel to focus their time, planning efforts, and instructional changes in the desired direction.

Summary of the Technical Assistance Activities

The major technical assistance activities to serve the foregoing needs at Sweetwater were:

1. The visit by Sweetwater staff members Yamate and Robinson to the OVAE-funded BVT project in Elk Grove, California.
2. The visit of RMC staff member, Cichon, to Sweetwater for observations, discussions, and program planning;
3. Assistance through written mailed items; and
4. A workshop by Dr. David Hemphill on Coordination of Vocational and English Language Components for the entire ESL and Vocational staff.

The three new activities following the host site visit are further elaborated below.

1. RMC visit to Sweetwater for program planning

The first set of activities at Sweetwater was geared toward familiarizing RMC staff member, Cichon, with the BVT-related programs in the district and to familiarize key district personnel with the technical assistance process and alternatives. For this purpose a tour of some of the laboratories, classrooms and offices was conducted and brief discussions were held with administrators, teachers and students.

Second, a meeting with the key staff listed above took place at which RMC explained the basic concepts of BVT, the purposes of our technical assistance contract, and our objectives for work in Sweetwater, primarily for the Adult Education Director's benefit. This meeting was central to the Special Projects

staff's objectives. Given the support desired from the Director and the other administrators with whom he worked, the selection of Sweetwater as a technical assistance site and the RMC presence under a national contract was meant to be a sign of the importance of their BVT development activities, and thus an additional motivator for raising BVT on the priority list.

Third, the foregoing meeting was expanded into a luncheon and formal meeting with the building Principals of the three adult schools and the Director. Again, an overview of BVT and our purposes was presented, and the Principals asked many questions about BVT, how it operated in other sites, and how it could be applied to their programs. This activity had the purpose of stimulating their thinking about, and their commitment to expanding the BVT services.

Fourth, Cichon reviewed their recently submitted BVT proposal to OVAE and provided a preliminary critique in a discussion with Yamate and Brizendine. Next, we used the checklist in the TA Guidelines on Conceptualizing and Organizing a BVT Program, developed for the current project, to analyze the programs they currently had in place and had planned. We found an absence of only a few minor elements (such as vocational staff training to work with LEPs and outside evaluation of the programs).

Finally we planned future technical assistance activities. These included: 1) the workshop on coordination; 2) assistance with a community needs assessment, if their district Evaluation and Planning office did not have the necessary data; and, 3) materials' references to be sent by RMC.

2. Mailed assistance items

After returning from the site visit, Cichon provided: 1) a more detailed written critique of the BVT proposal submitted to OVAE, 2) a list of potential private foundations that have previously funded BVT-type programs in the southern California area, and 3) further references for the acquisition of curriculum materials.

3. Workshop on coordination of vocational and English components

This workshop was conducted on September 9, 1987 by Dr. David Hemphill of San Francisco State University. Fourty-three vocational teachers and ESL teachers from the district participated. The session dealt with the various ways in which LEP students' needs could be accommodated in vocational classes, techniques of teaching vocational content with these students, and logistical coordination possibilities. Because the time for the workshop was unexpectedly cut short, no participants' evaluations were administered. However, the informal feedback received suggests that the workshop was well-received.

Extent of Adoption of the BVT Model and Other Indications of Positive Change

Since Sweetwater had already been providing services consistent with the BVT model in many of its classes and programs, the changes that occurred are considered refinements and developments in BVT services rather than substantial moves from non-BVT to BVT. To begin with, a change was effected in the formal district policy and administrative support for BVT. The district's formal written statement of philosophy was changed to incorporate LEP adults and their special vocational needs as a focus. Additionally, the Superintendent and key administrators (the Director of Adult Education and the three Adult School Principals) participated in a number of meetings on BVT and stated their support for the concept, designating it as a priority for development in the coming year. While other factors undoubtedly contributed to this formal commitment, our selection of Sweetwater as a recipient of TA, their activities in this process, and our visitations to the site were reported as having created sufficient interest to move the local authorities to this point, beyond which they otherwise might have stopped.

More concrete changes have begun in Sweetwater as of this writing. They have received State Perkins' funding to, among other things, conduct staff

development in addressing the vocational training needs of multicultural student populations and to hire bilingual aides for some vocational classes. They have begun development of an interactive video system for their recently started pre-employment skills program for LEPs -- a development which is intended to better prepare the students for those vocational courses that are not yet taught bilingually. BVT curricula on Computer Technician preparation and Building Maintenance have been acquired from the Elk Grove, California, BVT program.

Sweetwater has been participating in networks involved with BVT activities for some time. Through the TA, and particularly through their work with Dr. Hemphill in preparing for his workshop, that participation has increased. Finally, the regional meeting Guidebook was used as the core of an inservice session the Special Projects' office had with the administrators, and it has been reviewed by the entire Special Projects' staff. While specific program changes may not have emanated directly from that review, BVT concepts and resources are now better known by the staff and a focus of attention exists which is necessary to conduct further action in BVT development.

Toledo Public Schools: Adult Education Department, Special Needs Office

Description of Program at Onset of Technical Assistance Activities

At the onset of the technical assistance Toledo Public Schools (TPS) offered adult vocational classes in a variety of areas. While ESL was offered as an adult course, there were no VESL courses linked with the vocational instruction. The ESL classes were the sum and substance of TPS' Special Program for Foreign Born Adults. Few, if any, instructional strategies were used in the vocational classes to make the instruction understandable for LEP students. It is thought that this situation intimidated and discouraged potential LEP participants, and in fact few LEPs enrolled in the classes. An

additional explanation for the low enrollment of LEPs was the lack of an energetic LEP-focused recruitment effort. Finally the adult vocational classes required tuition from the students, usually from fifty to eighty dollars per course. For many LEPs, particularly those using public assistance, the cost may have been an additional factor discouraging their attendance.

The private sector was actively involved in TPS' vocational programs through their representation on a number of advisory committees, many serving the secondary level programs. The use of such committees is apparently mandatory in Ohio. Certain vocational programs had forged direct links with employers in the private sector and had successful job placement rates for program completers.

Following the participation of TPS' Special Needs Supervisor, Ms. Raquel Snyder, at the Houston regional BVT workshop in late February, TPS began to conceptualize and plan a BVT program. The clientele targeted were unemployed and underemployed LEP Hispanics, primarily migrants settling into the Toledo area, who receive public assistance. It is thought that there is a substantial number of people in this situation in Toledo, although documentation appears to be unavailable.

TPS recognized from the start that a BVT program would be substantially different from the current programs it now runs. Additional special staff would be needed. New approaches to recruitment, instruction and job placement would need to be learned and used by the new program's staff. The program's timing and content would need to be tailored to fit the needs of the adult LEP public assistance recipient. Special funding would be needed.

While recognizing the special characteristics of a BVT program, TPS hoped to draw on their existing expertise and resources as much as possible. Existing vocational classrooms would be used. If possible, current vocational and English language instructors would be the program's instructors, if they

were available to teach the extra hours. The Special Needs Office, the Adult Education Department, and the Vocational Education Department supervisory staff would all be involved in the program's development and implementation. The primary responsibility for the program would rest with the Special Needs Office.

In sum, following the regional meeting and prior to the onset of the technical assistance TPS' vocational program for LEP adults bore little resemblance to the BVT model. While experience and institutional capability existed in both vocational training and ESL, nothing was being done to tie these components together into the core of a BVT program and no funding was available to support the development of such a program. Very few, if any, LEPs were participating in the adult vocational training.

Interest and enthusiasm from the TPS Special Needs Office, however, was abundant. Technical assistance would best be focused on further familiarizing key TPS staff with the BVT model, on generating wider internal support for a BVT program, on refining their plan to implement BVT, on strengthening the recruitment and job development areas of their plan, and fundamentally on finding the funding needed for the development of a pilot program.

Summary of the Technical Assistance Activities

The assistance designed to respond to the noted needs consisted of two on-site activities and other assistance provided by phone and mail. The on-site activities were:

1. The visit of Ms. Snyder and Mr. Rice, the Executive Director of Adult Education, to the OVAE-funded BVT program at the Employment Training Center in Arlington Virginia; and,

2. The visit of RMC staff member Charles Harns and private sector linkage consultant Theodora Mills of the Northwest Educational Cooperative, for a two day consulting/training session: Gaining Needed Resources.

The phone and mail efforts included:

1. Telephone discussions with Toledo's PIC concerning their funding guidelines, identified priority areas, funding cycles and so forth;

2. Review of Toledo's OVAE proposal (after OVAE submission deadline had passed) and development of general critique of TPS proposal writing approach;

3. Several strategy sessions by phone with Ms. Snyder to design, prepare and follow-up the two day on-site consultation/training session;

4. Preparation of a draft budget for a BVT pilot program, for submission to Toledo's PIC;

5. Search at Boston's Foundation Center for possible sources of funding for special aspects of TPS' proposed BVT program; and,

6. Extensive written follow-up to key activities.

A description of the second on-site activity follows.

1. Visit by Research Management Corporation staff and consultant: Gaining needed resources and conceptualizing and planning BVT

On August 10th and 11th, RMC staff member Harns and consultant Mills provided on-site technical assistance at TPS in the area of Gaining Needed Resources. The objectives of this visit included:

a. Improving TPS staff's ability in proposal writing;

b. Assisting TPS in developing strategies to access resources and establish links with the private sector;

c. Assisting TPS in finding funds for the BVT program; and,

d. Improving TPS understanding of BVT and specifying the most appropriate design of their pilot project.

The agenda for this two and one-half day session included:

a. Discussions with key TPS staff and tour of the facilities;

b. Initial session on conceptualizing and planning BVT;

c. Initial funding strategy session;

d. Half-day training session on establishing private sector linkages;

e. Meeting with Toledo PIC representativ, Mrs. Marcia Serio;

f. Meeting with Ohio Department of Human Services representative, Mrs. Susan Erhman;

g. Training/consultation session: Critique of proposal and developing proposal writing skills; and,

h. Final strategy session: TPS' BVT program design and avenues for funding.

The participants for these activities included Ms. Snyder and Mr. Rice, Dr. Searfoss (Director of Vocational Education), and Dr. McClaren (Director of Home Economics).

This assistance resulted in drastic revisions of TPS' proposed plan for implementing BVT. A new plan -- smaller, more streamlined and more achievable -- was developed. The visit with PIC resulted in the identification by PIC of a special set of funds appropriate for supporting the revised program, and a strong statement of interest by the PIC in supporting the project. A variety of other follow-up action items was identified, including:

a. The writing of a draft budget for the JTPA-funded project by RMC staff;

b. TPS' identification and negotiations with an Hispanic CBO in Toledo to subcontract the recruitment and job development services in the JTPA contract;

c. RMC's identification of foundations that may fund the cost of transitional health care insurance for BVT program completers leaving public assistance and entering the job market; and,

d. RMC and TPS's development of a specific plan with clear timelines for the writing, review and submission of the JTPA proposal.

Further detail on those action items are provided in the follow-up letter to TPS that has been included as Appendix H to this report. The letter is included both to specify the follow-up items referred to, and also to serve as an example of the level of effort and detail that was put into this project's technical assistance effort. Appendix I presents a similar example from another project.

Extent of Adoption of BVT Model and Other Indicators of Positive Change

TPS faced large obstacles to the development of a BVT program. Unlike the Philadelphia School District, which already had LEP students involved with their traditional program and which had some funds available for implementing a

pilot program, TPS had few or no LEP students and no funding available. In effect, TPS was in an "all or none" situation: if funding could be found for the pilot project a complete, though small, BVT program could begin; if funding was not found, there seemed little hope for the development of a program.

Positive changes occurred and are continuing to occur at TPS. First, an increased understanding and interest in BVT is apparent among the key staff. They can now ask the right questions, discuss BVT-related issues in an informed fashion and plan for program development on their own. Next, TPS' initial unrealistic plans for BVT were modified into more achievable ones. The most appropriate source of funds, JTPA funds for people with special barriers to employment, was identified, enthusiasm for support of the project from PIC was gained, and a well thought out performance-based proposal is being written for submission to the PIC. Ms. Snyder notes that she had "no contact" with her PIC before our training and technical assistance, and that she now has an active and productive one. This change is, in her words, "entirely attributable to the training and technical assistance".

Additionally, as a result of the August 10th and 11th visit and the follow-up support provided by phone and mail, a community needs assessment was planned and conducted. Based on the input from the PIC, community groups and job market data from Bowling Green State University a skill area for training has been identified: machine shop.

Letters of support for the program, and documentation of need from Hispanic community groups, have been obtained and a subcontracting arrangement with a community group to handle outreach, recruitment, and job development is being developed.

Employers are being contacted by the Special Needs Supervisor to gain their support for the program through commitments to hire the program's completers. The PIC proposal is scheduled to be completed, reviewed and submitted soon.

Foundations to support the funding of transitional health care were identified and proposals are scheduled to be written and submitted starting in December. Action on this front can not be taken sooner because of a school district directive forbidding the soliciting of such funds until after a November vote by the people of Toledo on a school levy.

Ms. Snyder has met with the City-Wide Adult Vocational Advisory Group and the Adult Education Advisory Group, and has gained their support for establishment of a BVT program. Additionally, she has met with the Ohio Civil Rights Commission and obtained information on local employers who should be increasing minority hiring. Plans are in the works to contact those employers and offer TPS services to recruit and train minority workers for them through the BVT program.

Ms. Snyder has become active in the BVT network, making contact with Jeanne Lopez-Valadez at an American Vocational Association (AVA) meeting on populations with special needs in Chicago, and with Joan Friedenberg at an AVA conference on disadvantaged adults in Atlanta. Additionally, the Special Needs Division now has direct links with the Adult Education Division and with the Family Life Education Program at TPS. No direct links were in place before the technical assistance. Ms. Snyder attributed this change directly to the training and technical assistance received through this project.

While TPS at this writing does not have a BVT program in place, chances seem good that they will soon, and that the future program will have a good chance for success and for continued support.

IV. IMPACT OF TECHNICAL ASSISTANCE AT ASPIRANT SITES

The purpose of this section is to evaluate the impact of the technical assistance (TA) which Research Management Corporation provided for staff and programs implementing, or considering, BVT, particularly in the eight sites selected for intensive on-site assistance. The entire TA effort went far beyond these eight sites, however, in that the first major component of the assistance was conducting workshops at regional meetings, in which some 100 participants from 64 different organizations participated. The description of those workshops and their evaluation were summarized in Section II. But since the ultimate goal of this project was to instigate the development of eight new or improved BVT programs without Federal BVT funding, it is our impact on these programs that really forms the core test of the effectiveness of our effort in meeting project goals. Thus, in this section we examine the extent of those changes in the aspirant programs which, one, directly involve components of BVT and, two, are reasonably attributable to our assistance.

This look at the technical assistance impact is taken in two parts. In the first, we provide a summary of detailed changes in the individual projects by BVT program component. This part represents a synthesis of the items described for each project in Section III above, but provides a better sense of changes in the coordination between vocational and English components, in the private sector involvement, and so on. For the second part, we build a continuum of the extent of our impact on the eight programs, describe the levels of impact on the continuum, and illustrate each level with specific projects.

Aspirant Program Changes in the Development of BVT

The extent to which aspirant programs made changes toward more of a BVT model or an improved BVT program was assessed by two major means: one, the observations of the RMC staff people providing on-site assistance and, two, a telephone survey the RMC staff conducted with each site in October 1987, after all assistance activities were completed. Seven topics, each a key component of a BVT model or a factor necessary to support a BVT program, were developed for these phone discussions. The topics included:

1. Linkages between the Vocational and Language Components
2. Instructional and Program Materials for LEPs
3. Student Recruitment, Intake and Assessment
4. Job Development
5. Networking
6. Staff Development Activities
7. Gaining Needed Resources

One of the two most extensive areas of impact and change was in the linkage between the vocational and English language components of programs. Here we considered changes in both curriculum and in the management or logistical structure. Four of the eight aspirants had already made some concrete changes to advance such linkages at the time of the follow-up survey, and all had some definite changes planned for the near future, but had not as yet had the opportunity to implement them. Among the changes already made were: adding technical terms to an extant VESL curriculum, terms identified during a task analysis exercise in one of the on-site workshops; adding the specific focus of "office skills English" to a formerly general VESL curriculum tied to data entry vocational training; in three projects, starting regularly scheduled meetings between the vocational and ESL teachers; and in one case developing a plan for a coordinated vocational training and VESL curriculum, getting it

approved by each participating agency's authorities, though in the end having a problem with payment schedules dash the plan.

Curriculum changes that are planned for the near future, or whose implementation has begun, are: a VESL teacher in one program will accompany the vocational instructor and students on field trips to job sites in order to better understand the job tasks and terminology; two projects are developing VESL components into their vocational training proposals to the PIC and Refugee Social Service agencies for their next rounds of funding; one project has a written plan for a VESL component, to be implemented if and when funding is obtained in conjunction with a mainstream vocational training program; two projects have plans for the ESL and vocational teachers to meet regularly, though that mechanism will be instituted as soon as the new programs at issue begin; another has gotten the school district authorities to support their plan for assigning a VESL teacher to a school in which there are a large number of LEP adults in the vocational programs, and that assignment should be made soon; one project has hired more bilingual aides to help in the vocational courses, to begin soon, and yet another program plans to have the teachers submit their lesson plans in advance to a central repository, thereby facilitating coordination of VESL and vocational curricula.

The second major area of direct application of a BVT model is that of developing or obtaining instructional and other program materials appropriate for LEPs. One program developed VESL materials in two fields, office skills and sewing, to supplement its general VESL materials. Four other projects acquired complete BVT curricula, some from the Refugee Materials Center, and two from OVAE-funded BVT programs. One program acquired record-keeping guides, student competency checklists, and a recruitment and intake process from an OVAE-funded project. Yet another has obtained and is using the CASAS (Comprehensive Adult Student Assessment System) materials, and has sent for the

BEST Test from the Refugee Materials Center. Almost all projects indicate that they will acquire particular curriculum materials from the Refugee Materials Center and from the Americas' Bibliography, and they are aware of the Materials Center's impending closure. In response to this closure, one aspirant (Kansas City) is obtaining copies of most Materials Center documents and will act as lending library for these materials.

One of the common materials' sources for all aspirants was the guidebook prepared by Research Management Corporation for the regional meeting workshops and distributed to all participants. That book, described in Section II, contained a rich array of resources of a variety of types. In the phone discussions, we asked the aspirants directly what uses they made of the guidebook. One project used it to identify several of the materials it ordered from primary sources, two projects (both public school systems) had their administrators study it, with one conducting a one-hour inservice session on it for the administration. Finally, two projects used it as the basis for their OVAE proposals submitted last spring, borrowing liberally at places, and using it as an outline in other places. Planned uses for the near future include: 1) continuing to draw resources from it as new needs arise or new directions are considered, 2) continuing to use parts of it for help in other proposals, and 3) making it required reading for new staff.

A few programs became involved with changes in student recruitment, intake and assessment procedures. All of the actual changes made already were by three CBOs among the aspirants. One developed a new formalized recruitment system to replace the informal, haphazard one previously used, and then used this system to recruit its newest wave of students. The same program developed and used a new intake and assessment procedure, with appropriate entry criteria, and added "salary needs" and "motivation to seek work" to their previously used assessment items of English and vocational skills background.

A second program has now started administering a pretest to students prior to entering the VESL program and has begun using formal and more comprehensive Individual Employment Plans during the intake process. The third is using the CASAS assessment materials. Two of the public school systems and one CBO have changes in this area planned. One school system is developing recruitment brochures in the native languages of the predominant ethnic groups targeted for service, and is attempting to hire recruiters in the ethnicity of the trainees. The other school system is building into its next funding proposal a CBO as a subcontractor to do recruitment. The CBO now using CASAS plans to compare pre- and post-test scores to develop baseline data to inform the setting of performance standards for program operation.

Job development and placement is viewed as one of the key components to supplement the direct skill training in the BVT models advocated by OVAE. As a result we were interested in those program changes which involved strengthening job development activities for LEPs. Three CBOs did make changes. One, with a sewing program, shifted from a practice of placing its trainees in any type of job in which a placement could be found, to one of more actively seeking sewing placements -- and they found such placements for all successful completers after shifting this practice. Secondly, they began a number of activities with the private sector generally to promote BVT suppport, such as job market assessment and the establishment of an Employer Advisory Group. Attributed to these efforts, the month after those activities took place, they successfully placed clients in jobs at a rate significantly higher than their prior monthly average. A second CBO, while previously viewing job development as a placement activity at the end of a training process, shifted to considering it a process that takes place throughout the period of contact with the clients. Their expanded intake and assessment procedures gives them more information upon which to base their job development efforts. They began doing face-to-face

interviews with potential employers to assess the skills the employers wish to have the incoming workers master. As a result, new job development opportunities should open up, although no new training cycle has been completed since this development to test out its value. The third CBO has revised their job development plan to be more realistic, decreasing the number of contacts planned and making them more targeted to key employers.

Other programs, while not making any other internal changes, did, through their development of relationships with the private sector, positively effect increased job opportunities for their clients. For instance, one of the projects contacted 15 new businesses which did power sewing to solicit job market information. In the course of doing so, they expanded the product types into which they could place clients and were able to get agreements from the employers to raise the entry wages for their clients from the previous $3.50/hour level to $4.50. In another case, the aspirant BVT director met with the state Civil Rights Commission to see which local employers must increase their minority hiring; she will next follow up with job development contacts in those companies. The same director met with the city-wide Adult Vocational Advisory Group and the Adult Education Advisory Group, both of which have private business and industry representatives as members, to address the LEP student and program needs in the area, and presumably to expand the job opportunities for BVT students.

While networking -- establishing helpful contacts and relationships with other BVT programs -- is not a direct component of a BVT model, it was emphasized very strongly in the regional meetings and in the on-site TA in order to promote a source of support (even if not monetary) as an alternative to OVAE funding. As a result, we believed that those projects which did form alliances with other BVT-type projects, especially with OVAE-funded ones or other people or agencies that might be considered leaders in the field, increased their

chances of developing a full-scale BVT program. In fact, five of the aspirant programs went beyond the contacts established at our regional meetings and host site visits to discuss programs, materials, or procedures by phone or extended contacts at conferences. These included the connection for advice set up between two aspirants in one city, one more experienced in BVT-type activities than the other. Another continuing relationship was set up with a BVT director of a host site who afterward traveled to the aspirant site to provide specific assistance, and has continued to supplement that assistance by phone since then. Another project's director has established contacts and received advice on program issues from two nationally recognized experts in BVT, as a follow-up to having met them as they conducted workshops at the regional meetings. And still another agency's director set up a meeting with a city Department of Employment official who is a former BVT program director.

Linkages between the vocational and English components were mentioned above as being one of two areas of most extensive changes in programs as a result of our TA. The other was that of gaining resources, especially funding. Since one of the major goals of the TA process was to help aspirants obtain any funding needed from non-OVAE sources, especially through private sector partnerships, aspirants' activities in this area were also taken as an indicator of our impact. Five of the projects actively sought direct funding through proposal writing or meetings with potential funding officials to inquire about support opportunities. Funding proposals were written to State Vocational Education (Perkins), Refugee Targeted Assistance (TAG), JTPA, NYC Department of Employment, and OVAE (although, as noted earlier, we specifically excluded from our assistance any help with an OVAE proposal to avoid potential improprieties and out of fairness to all competitors). While some of those proposals would have been written in any case, as a result of the TA more were written as aspirants reported not being aware of their eligibility for some of the

funding, the quality presumably improved as a result of the workshops on proposal writing skills and the critiques and outlines that we helped them with, and the focus was in all cases on BVT activities which would not have been as strong, if present at all, without the TA.

One aspirant's proposals gained funding from the JTPA, TAG and Perkins sources, and a second aspirant also received the TAG funding. A third is quite likely to receive the NYC Department of Employment funds, while a fourth has secured support from existing school system monies. At least two are preparing to submit JTPA proposals after establishing close working relationships with their PICs. Yet another had secured support prior to the TA, and one is not yet in a position to apply for funding.

In some cases the support gained will go to a variety of endeavors the organizations are involved in, in addition to BVT activities as such.

Several activities to elicit other kinds of private sector support were also undertaken by the aspirants. While none of these paid off in immediate fiscal support, they represent a necessary first step toward the kind of public-private partnerships that can support BVT programs. Four of the aspirants have made contacts with potential supporters from the private sector. Some of those were contacts were noted earlier under the job development topic. Two others held meetings with the local PIC chairperson to explore the support possibilities, and one did so with the Department of Employment head. In the case of one who contacted the PIC, they applied for, and received, funding to support their vocational training and ESL programs, which they see as the foundation for subsequent funding of a more complete BVT program.

One of the final discussion questions asked in the phone survey concerned other changes resulting from the TA which had not been addressed in the prescribed topics above. From three projects who provided answers, two themes appeared. One, a staff member who has become the day-to-day leader of the BVT

developments in his agency, indicated that through the TA he has learned how to organize a BVT program, implement the many activities that must be instituted, and to coordinate the previously disparate components.

The other theme, highlighted by two of the public school systems, was that of the TA providing the impetus and leverage to gain official recognition of BVT and its importance within the administrative hierarchy. This is an important change because without such official status, support in the way of getting the teacher qualifications one desires, time to develop materials and conduct the meetings needed, obtaining classroom space, announcing course offerings, authorized signatures on proposals, and legitimate planning time, are all impossible to come by. In the case of one school system, the RMC staff member providing the on-site technical assistance required that the higher level administrators be involved in an initial meeting. As a result of this meeting and the LEP vocational needs consequently recognized by the administration, the Special Needs Division (which would "house" BVT) has established a direct link with the Adult Education Division and the link is developing further. No linkage between these Divisions existed prior to the TA. In another school system, a meeting with administrators was also held by the RMC staff member, at the system's request, and that meeting appeared to be one key factor in raising the priority of vocational training for LEP adults in the system, to the point of the Director of Adult Education actively promoting it as a goal with the Superintendent, School Board, with building plans, and in inservice sessions.

Finally, aspirants were asked <u>what could have been better</u> about the TA. All but three had no changes to recommend, indicating that they were perfectly satisfied with its scope, content and structure. Those who did offer suggestions did so on top of their comments of satisfaction. One wished that there was an opportunity for still more follow through over a longer term, for he

still feels he is at the early stages of developing the program and anticipates a need for more assistance once he gets the program operating. The other had slight dissatisfaction with the job development workshop offered by an outside consultant as one of several components in a three-day workshop for the site staff. She wished that it had been more focused on the topic and more actively involved the participants. The third suggested that more time be devoted to the TA session on developing private sector linkages.

Levels of Impact

In the staff's reflection on the changes evident in each aspirant project as a result of the TA, five categories of impact were identified. These categories represent varying points on a continuum from most to least change from the projects' status at the onset of the TA to their status at the end. This can be seen as the TA's levels of impact. A brief characterization of each level and the aspirant programs representing each are shown in Table III. It must be noted that the level of the TA impact is not the same as the extent to which each aspirant fits the BVT model, for the programs each started the TA process with varying degrees of such fit. The extent to which each aspirant can now be considered to be operating a BVT-type of program is also indicated in Figure I, with a scale of one through five, one being closest and five furthest from a BVT model. As a final introductory note to this characterization, the categories of both extent of impact and fit to BVT model were developed by the RMC staff for purposes of this analysis and are grounded in our experiences with the programs, not from any standard definitions of either scale. The main purpose of the category system is to illustrate and articulate various types of impact, not to accurately assign a measured value to each project.

TABLE III: EXTENT OF TA IMPACT AND FIT TO BVT MODEL FOR EIGHT SITES

EXTENT OF TA IMPACT	PROJECT	FIT TO BVT MODEL (1=closest, 5=least)
1. None before, BVT now	KCRAC	2
2. Real changes made, with some components now in place (curriculum, personnel, structure)	TPS PSD	3
3. Substantive plans made, not yet implemented	FDC	4
4. Existing BVT further developed	CPC OCCC SWTR	1
5. Increased understanding, early stage plans	P&SC*	5

* This project began receiving TA about 2 months later than the others.

Level 1. None before, BVT now

The project on which the TA appears to have had the most impact was the Kansas City Refugee Assistance Center (KCRAC). At the onset of the TA, this program offered skills training in data entry and sewing to Afghan and Southeast Asian refugees, it offered survival and job-cluster ESL, and had some links with local private industry, namely those who placed the refugee "graduates" in jobs. There was little, if any, connection between the vocational skill and language components of training. And expiration of funding for all programs was imminent. One key change in the program was the development of a VESL program, which shifted the focus from the survival and cluster ESL to job-specific VESL in sewing. Another was the broadening scope of private sector involvement, by forming liaisons with more companies who would help KCRAC: 1) assess skill needs for training, 2) identify new areas of job markets with training and hiring potential, 3) staff the program's newly formed Refugee Advisory Council, and 4) place trainees in jobs. Increased contact and

improved relationship with the PIC director has taken place, with that individual also serving on the Advisory Council. Finally, funding was obtained through a Refugee Targeted Assistance Grant, and other prospects exist through JTPA and Refugee Social Service funds, for which proposals are in the preparation stage. While most components of a BVT program are in place at KCRAC, a VESL curriculum still remains to be developed for the data entry program and a more long-term base of financial support is needed to consider this a full-scale BVT program. The steps taken as a result of the TA have, nevertheless, been large.

Level 2. Real Changes Made, With Some Components Now in Place

The TA in the Toledo Public Schools (TPS) is taken as representative of this next level of impact. There adult vocational classes had been offered in a variety of areas, in addition to an unrelated ESL class. Although a large contingent of LEP adults existed in Toledo, few enrolled in either classes, presumably because those who did had difficulty understanding the English vocational instruction. There was active involvement by the private sector in vocational program planning, however, through private employer representation on various skill advisory committees. As a result of the TA, a broad contingent of staff became aware of the special needs of LEPs in vocational training, and of the strategies that were available for addressing those needs. Second, initial general plans for BVT were modified into achievable ones. Third, appropriate sources of funding support, especially JTPA, were identified and direct contacts were made to determine the likelihood of and procedures for obtaining those funds. A JTPA proposal will be submitted to conduct BVT. Fourth, a community needs assessment to determine a feasible training area for LEPs was conducted, identifying machine shop as the targeted training area to start. Fifth, support from Hispanic community groups was obtained, and a

sub-contract agreement with a CBO to handle the outreach, recruitment, and job development is being developed, to be implemented contingent upon award of a JTPA contract to TPS. Finally, activities to broaden the private sector support base and to develop other supportive services for BVT students are currently in process, so that they can be used upon funding. In sum, a true BVT program will be in place if the JTPA funds are obtained; if not, a sound foundation for BVT exists for support from other potential sources in the future.

The Philadelphia School District (PSD) can also be considered to be on the verge of implementing a BVT program, on a pilot basis. There, a conventional adult vocational training program existed, with little special attention given to the LEP adults in the classes. A separate, non-mandatory ESL program was offered, with no coordination to the vocational training. Few outreach activities targeted at LEPs were in place, and the authority for a BVT program seemed divided among several separate divisions within a highly bureaucratic structure. Through the TA those in executive positions were brought together, familiarized with BVT, and appeared to understand, accept, and commit themselves to its development. Understanding among both vocational and language instructors about what it would take to coordinate their separate components was effected. As an outgrowth of the understanding and commitment, several changes were implemented:

a. the job descriptions of three Bilingual Community Specialists, who are new hires this school year, have been modified to more closely resemble the role of aides in BVT programs;

b. the assignment of an ESL teacher has been requested for developing a VESL curriculum and teaching it at the site of a pilot BVT course (official response to this request is expected any day now as of this writing);

c. industrial sewing at a specific school site has been targeted for a pilot BVT program -- if successful, the plan is to expand beyond this;

d. an administrator has been assigned to be responsible for the development and supervision of this pilot program; and

e. funding has been committed from the existing PSD budget.

In summary, key program and staff changes have been made in the PSD to conduct a BVT program, with its actual beginning to take place soon.

Level 3. Substantive Plans Made, Not Yet Implemented

The illustrative case of this third level is the Flatbush Development Corporation (FDC). FDC had, at the onset of the TA, planned to offer training in word processing/data entry for Southeast Asian refugees and to provide a general ESL course, both through Brooklyn College, with FDC recruiting and selecting trainees and providing job development for graduates. Funding had been secured, a subcontract with Brooklyn College drawn up, and the instruction was set to begin in October. With the TA, FDC revised its plans significantly to make the program truly BVT, with a VESL class coordinated with the skills training to replace the general ESL, and to hire a bilingual aide for the vocational classes. It also revised its recruitment and intake procedure, actively recruiting from the community and selecting trainees on a set of criteria directly related to the program goals. For the 15 student slots available in the first class, 13 had been selected three weeks before the expected beginning of the program. But because of circumstances beyond FDC's control, the program cannot be implemented at this time. That is, the funding source was behind in payments for the previous year's contracts and FDC received no up-front money for the program. The College could not engage in any final planning since their first payment was then not due until after the program start, which apparently is against their policy. As a result, this BVT program sits and waits until funding cycles and program cycles are in proper alignment.

Level 4. Existing BVT Program Further Developed

The Chinatown Planning Council (CPC), Oakland Chinese Community Council (OCCC), and Sweetwater Adult School District (SWTR) each had enough components of the BVT models in them to be considered at least basic BVT programs, although none was developed as extensively as they could have been at the outset of the TA. CPC had a building maintenance/janitorial program with job-specific VESL, a bilingual vocational instructor, and a job development component. But they had only curriculum and instructional materials that they developed on their own, and they wished to acquire or develop better ones and to acquire other sources of support, since their then current one was in danger of ending. CPC did revise its curricula and instructional materials using the task analyses of the TA and it acquired new materials from other BVT projects. It also identified several other sources of funding, one of which it wrote a proposal for (Department of Employment/Division of Housing Preservation), and with which CPC was in negotiations for a contract as of this writing. Pending successful negotiations, a more highly developed BVT program will be in existence at CPC.

At OCCC, an adult vocational program serving LEP Chinese clients in janitorial and hotel maintenance and in factory assembly was in place, along with the BVT components of VESL and job development. The vocational instructors were not bilingual and no bilingual aides were used, and there was only informal coordination between the vocational instructors (employees of the local school district) and the VESL teacher. With the TA, OCCC has ordered BVT curriculum materials which could be considered for use or adaptation, has begun using a new student assessment system (CASAS), has revised and focused their job development efforts, and has made plans to formalize coordination activities between the vocational and VESL instructors. Additionally, an Employer Advisory Council specifically for this program is being constituted.

Sweetwater Adult School District offers a wide variety of vocational programs to a largely LEP population. While some VESL classes had been developed for specific vocational skills, and some vocational instructors were bilingual in Spanish (the first language of most students) and English, the majority of the 26,000 adult student population are not served with BVT approaches. In many cases, the classes of students are of mixed ethnicity, making a purely bilingual approach impractical. Even when the classes are monolingual (Spanish), many vocational teachers who are bilingual believe in total English immersion and so set the tone that way at the start of their courses, forcing the less English proficient to drop out. Those who do work bilingually generally have not developed their materials and instructional techniques in as sound a manner as could be done.

The Special Projects' staff was committed to the promotion and further development of BVT concepts and techniques in the district, but did not feel that the central and building administration supported them. As a result, one of the key effects of the TA was to move this group at least some steps in the direction of BVT. This appears to have been successfully accomplished. The Adult Education Director, it is reported, is now focusing his attention on the development of strategies to overcome the barriers LEP students face in all programs, including the vocational ones. He has promoted this goal to the Superintendent and School Board, and frequently reinforces it with building administrators and with teaching staff. It is expected that specific resource support will follow.

Second, a workshop on the coordination of the vocational and English components in vocational training programs for LEP adults was held for all vocational and ESL teachers in Sweetwater at the beginning of this school year. It is anticipated that the increased interest in LEP needs and BVT techniques taken root there during the TA will be followed up with other activities during

the course of the year. As with the others, a set of activities in Sweetwater's programs which were intermittently in concert with the BVT model has been moved to a state of increased consistency with BVT.

Level 5. Increased Understanding, Early Stage Plans

At the Polish and Slavic Center (P&SC) in Brooklyn, no vocational programs have been offered in the past, but the refugee programs director desired to start one or more, and to do so with a BVT approach. Through the TA a specific marketable skill area (boiler maintenance and building superintendency) was identified as a pilot program. The detailed program goals, objectives, sources of materials, potential instructors, class times and sizes, and budget needed were planned in writing. The P&SC program director has held two meetings with potential funding sources to obtain advice on the best way of securing funding. Both of those meetings produced specific leads, which are now awaiting follow-up. There is a reasonable probability that this agency will operate a BVT program at some point in the future, but right now the chances are certainly less than those of the other aspirants. It should also be noted that P&SC began receiving TA some two months after most of the other aspirants did, and thus it could not be expected to have moved as far within the TA project time frame.

Conclusion

The technical assistance effort did have an impact in creating or developing BVT programs during the time period of the project. While this impact is not clearly measurable on any well-accepted scale, we consider the efforts clearly successful in the four programs where no or little BVT-type components existed and either a fully-functioning BVT program is now in place (Kansas City Refugee Assistance Center) or the key components have been put in place but

circumstances beyond the programs' control are holding up full implementation (Toledo Public Schools, Philadelphia School District, and Flatbush Development Corporation).

Three other programs were more marginally impacted by the TA, but they had the essential elements, even if not the name, of BVT in place already before the assistance. Their further development as BVT programs has national programmatic value, however, in that they can now be used as resources and models for others who may wish to adopt or adapt from these three.

Finally, the impact of the technical assistance on the Polish and Slavic Center's development of a BVT program must be considered minimal. It cannot be discounted, however, since the foundation for a BVT program is there, and the short time period to assess impact may be the main reason more impact is not seen. In fact, since the P&SC started out the farthest away from BVT of all the projects, if it should secure funding and implement the pilot program it has planned, it will clearly be the example of the most dramatic impact of all of the aspirants.

V. RECOMMENDATIONS FOR FURTHER PROMOTING LOCAL ADOPTION OF BVT MODELS

What was the overall effect of the technical assistance effort? Given that the cost of this project was approximately the same as the cost of the average OVAE-funded BVT project during the same time period, was it worth the expenditure in comparison with the benefit of funding one more local BVT program instead? What was learned from the experience that can be applied to the general goal of further promoting the local adoption of BVT models?

Overall Effect

As was stated in more detail in the conclusion of the previous section, this TA project effectively got one project doing BVT, and, of the three others with all the components in place and awaiting the clearance of external factors, it is reasonable to expect that two of them (Toledo Public Schools and Philadelphia School District) will have their BVT programs operating soon. There is high confidence in those two because the barriers are so small in comparison with the scale of the changes already implemented or agreed to. And three programs have enhanced their BVT services. While the groundwork is laid for two more agencies (Flatbush Development Corporation and Polish & Slavic Center) to operate BVT programs, at this point the probability of that occurring is impossible to estimate. Thus, we have three new BVT programs, plus the enhancement of three others and the potential for two more, for the cost of one. That is cost-effective. Moreover, the funding sources of at least two of the three new programs, Toledo and Philadelphia, appear to be more secure (JTPA and internal institutional support, respectively) than the OVAE funding to which alternatives were sought in this TA effort.

Given the conclusion that the TA was effective and worth the cost, the next question becomes, What should be done next? Should this kind of an effort be repeated? If so, what changes should be made, and what elements of this recent effort should be recommended for continuance in subsequent TA? Are there other TA mechanisms which should be considered for TA delivery? What lessons from the present TA can be applied to those other mechanisms? It is these questions we wish to address in the remainder of this report.

Recommendation #1: OVAE should continue and expand special projects to raise national awareness and to provide training and technical assistance to non-OVAE-funded projects. Such an effort through this project was a practical, effective and efficient means of achieving the objective of extending sound bilingual vocational training services to LEP adult populations without additional OVAE funding. Federal spending on vocational education has traditionally represented a small fraction (5 percent or less) of the total expenditure in education. Also, agencies that provide, or demonstrate a need to provide, vocational services to LEP adults have, at least in the last two years, applied for OVAE funding for BVT programs at a rate of from five to ten times the number which OVAE could fund. Additionally, there are countless other agencies that provide, or wish to provide, such services, but do not even apply for OVAE funding. All in all, this TA approach allows for more services to be provided to this needy population than could be provided with the same funds going entirely to direct project support. This recommendation is not meant to imply that OVAE should stop the direct funding of select programs. These programs form a nucleus for the development of BVT materials and methods, and for the development of educators skilled in BVT practices, in addition to

providing much-needed direct services. However, continued and increased support for a broader technical assistance effort is recommended.

Recommendation #2: Regional meetings to familiarize service providers with BVT concepts, techniques and resources, while effective in disseminating information, must be supplemented by follow-up activity with the participants in order to have a realistic chance of effecting program changes and program initiations. The process for selecting eight aspirants who would receive follow-up technical assistance in this project included, among other criteria, our staff's judgment that the aspirant agency had a sufficient resource base (of staff, program experience, and funding from other agencies), commitment, and understanding of BVT to have a reasonable chance of starting a program or significantly developing their current one. Even among those "good bets" a few did not establish a program or make significant changes. While we did not conduct a follow-up survey of the regional meeting participants not receiving on-site assistance, from the experience with the aspirants it would seem reasonable that few actual changes or new programs resulted from participation in the meetings alone. The foundation formed therein was undoubtedly important, but follow-up is needed for real effects.

The follow-up to regional meetings discussed above can take several forms, such as customized on-site assistance (as in this project), a newsletter, dissemination of a Program Development Guidebook, or the initiation and support of regional networks of BVT projects. Each of these is discussed as a separate recommendation to follow, with the lessons learned in this project applied to them.

Before leaving the regional meeting topic, however, it should be emphasized that the regional meetings were considered valuable and relatively inexpensive (about $134,000 for the three together). Thus, a corollary to the foregoing

recommendation is Recommendation #2A: Regional meetings for the purpose of introducing service providers to BVT concepts, skills and resources, and for establishing and strengthening service networks, should be offered periodically by OVAE, recognizing them as a necessary though not sufficient condition for the extension of BVT programs. Though this represents an expenditure of an average of $1,340 per participant, which could be lower if the same or similar services were provided over several sequential cycles of meetings, the kind of learning involved could not have been as involving or as extensive through another means. Furthermore, the development of contacts and networks of BVT service providers, who can act as resources for each other, could not be established without this group activity setting.

Finally, there were some lessons learned from the regional meetings which should be subsumed under Recommendation #2B: Future regional meetings conducted for the same or similar purpose as this project's should explicitly account for the application of principles learned herein. Some of these principles were outlined in Section II of this report, and the highlights only are recounted here. Other such principles became evident only upon staff reflection on the overall technical assistance effort and are introduced here. A brief statement of each principle follows. They derive from a combination of formal and informal feedback from meeting participants and from staff consideration.

1. Potential meeting participants should be identified and recruited from as wide a variety of relevant sources as possible. These sources should include at least teachers, administrators and curriculum specialists in bilingual, vocational, and adult education, both at the local provider and at the state levels; community college staff in urban areas; community based organization staff identified from immigrant, refugee, and other minority group central agencies at the state and national levels; professional organizations (e.g., American Vocational Association, Teachers of English to Speakers of

Other Languages, etc.); and private businesses and industries known to be involved in adult education partnerships with educational agencies (such as members of the Boston Private Industry Council, the National Alliance of Business, etc.). To the extent that there was broad representation at the meetings, the program possibilities generated in workshop discussions were richer, the potential resources and cooperative relationships were greater and more inspiring to the aspirants, and the diversity of questions asked of leaders and group members was broader, leading to a more comprehensive understanding of the topics. Moreover, the potential for mutual support after the workshops' end is greater under such conditions.

2. The recruitment process should emphasize at least the following three conditions:

a. Early mailing of distinctively attractive, concise promotional literature. Workshop announcements of various types cross potential participants' desks constantly, and many are disregarded. With special attractiveness and brief, yet informative wording, the chances of results increase.

b. Considerable investment of time of key TA staff in telephone follow-up to any mailings must be expected. Less than one-third of the eventual meeting participants responded to the mailed announcements, the others responded only after one or more phone calls. Many mailing recipients are not the ones who will attend the workshops, but are higher level administrators who may not pass the mailed announcement on to the relevant people. Many people on the mailing lists obtained may not work at the listed agencies anymore and the most appropriate alternative must be sought. Many have their attention highlighted by the phone call when they otherwise paid little attention to the announcement. And finally, many have substantive questions about what will take place in the workshops, and about how they might fit in given their roles or planned activities. It was for the latter reason especially that only staff

knowledgeable about the substance of the program were effective at phone recruitment. This principle has concrete implications for budgeting similar activities for other contracts.

c. Tangible incentives must be clearly identified and prominently highlighted in all written and oral promotions. Many of the potential participants' questions concerned "what will I get out of this"? The three incentives offered here, beyond the potential learning, were: the opportunity for follow-up on-site assistance, access to national experts, and free materials.

3. Structural and logistical arrangements for the meetings should be informed by the following three recommendations:

a. At least one OVAE staff member should be present at each meeting. Numerous questions about the federal perspective arose at each meeting and could only be answered authoritatively at the one meeting at which an OVAE staff member was present. Additionally, the objective of conferring to the participants a sense of importance of the entire BVT effort is enhanced by the presence of federal officials, and this is a highly motivating feature, as was discussed in some of the aspirant site reports earlier.

b. A combination of in-house technical assistance staff and several outside consultants as workshop leaders and trainers should be maintained. This arrangement promoted a richness of perspectives, true expertise in specialized topics, and, again, reinforced the sense of importance with which OVAE regarded the endeavor. The arrangement also enabled continuity to be maintained through the stability of the core in-house staff. Further, allowing the core staff to observe the consultants interacting with the participants was a valuable screening tool for selecting the best consultant/aspirant matchups during the subsequent on-site TA process.

c. Feedback from the particpants on individual workshops should be given in time to have a formative impact on subsequent sessions for those trainers who repeat sessions--this principle was implemented faithfully in this project and most, if not all, trainers were able to fine-tune their subsequent sessions.

4. In designing the content and format of individual workshops within the regional meetings, in addition to the incorporation of sound adult learning principles, the following five factors should be applied:

a. Have trainers stress quality of learning a few key ideas in depth rather than trying to cover a broad scope of material or skills with less quality impact. Inevitably, those workshop leaders who addressed smaller ranges of content, but got maximum participant involvement in it, were perceived as providing more valuable learning than those who tried to cover too much and who lectured a lot to do so. While there may be much more valuable information to provide participants than training time will allow, other means can be used supplementally.

b. When the regional meeting is held in a city with an existing quality BVT program nearby, arrange for a site visit to the program for all interested participants as one of the first workshop activities. We were only able to schedule one such site visit, at the end of the meeting. That activity gave aspirants a tremendous concrete feel for BVT operations and generated much interest and many questions, all of which would be perfect for integrating into the learning to take place throughout the rest of the meeting.

c. Experienced practitioners should be used whenever possible to conduct a brief panel presentation on each workshop topic, integrated with the session by the topic's leader. These panel presentations were among the most highly rated activities by the participants. They provided reality-grounded applications of the topics, and they served to initiate interaction between the

experienced and the inexperienced service providers which continued for the remainder of the meeting time, and sometimes established contacts which continued after the meetings.

d. An Action Planning component should be included in the training design, both as a thread thoughout all sessions and as a special closure component at the end. This activity was perceived as most valuable by the participants, and it increased the chances of actual program changes being made once the participants returned to their home work environments.

e. High priority should be given to developing high quality training materials to augment and support the training activities. In addition to high quality materials making the sessions better learning experiences, it is recognized that participants could be overwhelmed with the amount of information at the meetings. Participants will continue to benefit from clear, readable materials they can refer to after the meetings. The higher quality the materials, the more the workshop efforts will pay off back in the work environments.

Recommendation #3: Technical assistance which is customized to the needs of individual aspirant programs and conducted on-site by a central coordinated team should be continued as the best means (outside of the direct federal funding incentive) of moving agencies into BVT service provision or of making real program improvements. For those aspirant programs which were analyzed as the "success stories" in Section IV and in the conclusion about the overall effect of the TA above, it seems reasonably clear that they would not have attained that level of change without the intensive assistance provided them. It was the combination of technical information about program design, the mustering of resources for the aspirants, the psychological support (and maybe the prodding), and the motivation of having been specially chosen as part of a

national effort, in addition to their own foundation of interest and ability, which appear to have been necessary to create the positive outcomes which occurred. Insofar as OVAE places high priority on demonstrable program results, this assistance mechanism appears essential.

As was the case for the regional meetings discussed above, several of the methods of TA used in this project provide desirable directions for the continuation of such assistance. As a result, corollary Recommendation #2A is that continued on-site technical assistance to aspiring BVT programs should apply the principles found to be successful in this recent effort. The seven major principles are highlighted below.

a. Considerable time and effort in assessing the needs of aspirants is a necessary precondition to effective TA, and must be supported. This effort enables the contractor to identify both the areas and the means of assistance most likely to have an impact on the program. The basis from which we began the assessment of aspirants' needs was their program description and outside support source information on their regional meeting preregistration forms. Next, the participant-created Action Plans from the regional meetings' last day activity were used to evaluate their current program status and the clarity and breadth of their conceptualization of the BVT models. Using a list of all major components of BVT, the participant descriptions and Action Plans were matched against the model components and a preliminary set of needs was identified. This set of needs was not just a list of four or five topics (i.e., model components), but was annotated in writing to explain how that component was a need area for the project, what specific program development objectives would be achieved by providing assistance in that area, and the processes that would be most effective in meeting the objectives.

This annotated set of needs statements, and the nature of the assistance we might provide in each (e.g., one program might seem to need a full staff

workshop on coordinating vocational and English components, whereas another might need a directed meeting between key administrators on the same topic; one might need a workshop on how to write a proposal while another might simply need a list of foundations which support BVT types of activities as assistance with gaining resources), were sent to the key contact person from each aspirant site. They were encouraged to talk these plans over with other staff who would or should be involved. Then, by phone discussion, we negotiated and revised the list. In some cases, once the discussions within the aspirant program staff took place, planned TA areas were eliminated. In other cases, a new need or possibility became apparent to them and we added it to the list.

Finally, in almost all cases, the real TA plans were determined at the first site visit. The brief written descriptions provided earlier by the aspirants, and the phone conversations, were too general and idealistically stated, as is natural. At the site visit, the RMC staff could observe, ask more pointed questions, and study the situation at the site more fully. When that occurred, it was sometimes recognized that some elements were available within the system that the aspirants did not recognize. One of the common examples was the use of staffing reconfigurations to meet identified needs, rather than pursuing funding to hire new staff. For instance, in some cases the extant ESL teachers could work together with employers to develop VESL curriculum rather than hiring a new staff member or securing a consultant to do so. Another example concerned funding sources. Whereas all programs initially desired "Gaining Needed Resources" (i.e., obtaining a grant), cooperative efforts with other institutions or departments were found to reduce the outside monetary need. In the most dramatic example, the Philadelphia Public Schools program obtained administrative support to fund the pilot program from their regular budget, whereas their only hope initially was to get OVAE funding.

This extensive needs assessment process probably also had a latent effect which was positive. That is, it served as an intensive self-analysis on the aspirant program staff's part which caused a considerable investment of time and energy. Once this investment was made, it became more difficult to pull back and stop short of attaining the set goals.

b. All major transitional communications should be documented extensively. As described above, the needs statements and TA plans were put in writing. A letter about the possibilities and limitations of the TA was sent to each aspirant at the outset. After each site visit or other major TA activity, the responsible RMC staff wrote a letter summarizing the activity, its outcomes, and the next steps to be taken. This latter part involved detailed specifications of who would do what, when, and with what outcome. At least partly as a result of such detailed effort, plans were carried through by both the aspirants and RMC.

c. While on-site the TA needs to be provided to as broad a range of staff as possible who might be involved with the BVT effort, including teaching staff, aides or assistants, curriculum personnel, job developers, program coordinators, and executive level administrators. First, it was recognized that people with authority and power in the broader system had to understand and commit themselves to the efforts. Second, among the community-based organizations and special projects' staffs of public school systems, where BVT would usually be housed, there is traditionally rapid turnover of staff, and developing a base for continuity was deemed important. Third, the broader social systems concept of "critical mass" was addressed by this strategy, on the premise that the more people at more levels of the system who understood BVT goals and techniques first hand, the greater the impetus for successful follow-through.

d. There must be an understanding by the aspirants that considerable time on their part needs to be put aside for this effort. There seemed to be a sense among regional meeting participants that, if selected for on-site TA, the TA providers would come in and make them a program where there was none before. Once the needs assessment process began, and in some cases once the TA began, some found it difficult to find the time to do their part: to make time for the TA meeting, to attend the workshops, to free staff to be involved in the planning, to read the documents provided, and to schedule the meetings with administrators. In those cases where the effects of the TA were low, the lack of time commitment was sometimes a factor in the limited success. In the highly effective cases, the significant time commitment by the aspirant was responsible, at least in part, for the success of the effort. There is no doubt, though, that it required a straining of time and resources for programs to commit a significant effort to the TA process. Generally, the more strain, the more gain. It is recommended that some sense of the time commitment required be built into the written "agreements" sent to aspirants at the outset of TA, and even become part of the selection criteria in the future. For instance, one could require a letter on the part of an authorized superior stating that specific people's and group's time will be available for planned activities related to the TA and the BVT development effort.

e. To be effective, the technical assistance needs to be spread out over time, usually with a few site visits and intermediate activity assignments between each. As discussed earlier, sometimes the key needs are not evident until some preliminary thinking and analysis has taken place. In other cases, TA activities are prerequisites for others. For example, exploratory meetings with potential funding sources or cooperating agencies need to be held, then plans can be made based on the particular circumstances learned from those meetings. As another example, even when it is perceived that a general staff

development workshop on a BVT topic is needed, a preliminary meeting with administrators to gain their support must be successfully held before such a workshop can even be scheduled. Further, another dimension of the social "critical mass" described earlier is a critical mass of time; that is, momentum is built up toward a goal and it often takes more than one activity to make the progress self-sustaining. While effective leadership at the site is the desired propelling force, because of the variety of institutional and personal circumstances in the real world of educational programs, that leadership sometimes needs outside forces to keep it going until it can sustain itself.

f. Workshops on-site should be interactive skill development sessions, not just information dissemination ones. Skill development moves the TA recipient further along into real changes. The practical import of this recommendation is that experienced adult education trainers be used for on-site workshops, rather than those who are "merely" content experts. They must be able to adapt their expert knowledge to the characteristics of the participants, and to achieve some change in the participants beyond just expanding the knowledge base. While most workshop sessions in this TA effort were skill-building oriented, a few were more information oriented, with the latter being less effective in participants' perceptions and in our analysis of impact. Both external consultants brought in for a workshop at a site and core internal staff conducting workshops need to be selected on the basis of their successful training record in addition to their content and experience credentials. Further, when directing the workshop leader during the preparation phases, focus should be placed on a limited amount of content that can be learned well. With external consultants who are broadly recognized experts, the tendency too often occurs to take maximum advantage of such persons by having them share most of what they know--and this too often translates into rushed lecturing.

g. Timing of funding cycles and program approval cycles at aspirant sites must be taken into account for effective technical assistance. If the key need of a site is in fact to obtain a grant or contract to support their BVT activity, and if their best funding sources have grant applications due in, say, April, then assistance in May will be of little use. That is especially critical in community-based organizations, where the agencies are often small and projects operate on the margin, existing only when they have outside funding, with little sharing of staff and other resources possible for intermittent periods. In public school systems, a wider base of internal resources can allow modified programs to be developed until the complete package can be implemented, but often the bureaucratic structures require considerable time delays while approvals are sought at a number of levels, often several months in advance of the desired start of a new class or shift of personnel. Thus, in such a system, the program may have to be approved by, say, March, for start-up in September. In such cases, adjustments in TA may have to be made. Pilot programs on a smaller scale may be developed to avoid the need for comprehensive high level approval, or smaller temporary curricular adjustments may be made rather than a full-scale new BVT curriculum. Such was the case in some of this project's aspirant sites. The maybe too obvious recommendation is that during the needs assessment process, timing of TA activities must be taken into account in consideration of the site funding and authority cycles.

Recommendation #4: <u>OVAE should consider alternative technical assistance mechanisms for achieving its goals of broader BVT services without additional direct project funding</u>. The following considerations are recommended as actions which will clearly meet the general goal of interest, and which will be relatively inexpensive. It is recognized, however, that they cannot be expected to have as demonstrable an impact as instigating and supporting the

creation of BVT programs on a widespread basis where before there were none. What they can be expected to provide is an incremental impact on more programs; that is, they can raise the awareness level, reinforce existing interest in BVT, provide ideas for identification of problems and solution strategies, alert service providers to potentially useful resources, and build slowly on what does exist. Each alternative mechanism can certainly be considered as a technical assistance means unto itself, but it is suggested that they would be most effective as adjunct activities to a core mechanism such as periodic series of regional meetings with selected follow-up TA activities, in a similar vein to those offered in this project.

First we suggest consideration of a BVT newsletter. Many participants left the regional meetings not sure if they could really start a BVT program. With a regular reminder of BVT-related ideas coming to them in the mail, the ideas from the meeting would be kept alive, ready for implementation when the circumstances in their programs did present fertile ground for BVT components to take root. Those who do have BVT programs, or components of them, are continuously seeking improved means of conducting them--either new curricula, curriculum development ideas, new teaching techniques, additional resources, solutions to logistical problems, other support sources, and so on. As it is now, they generally look to sources from each constituent part of BVT such as bilingual education, adult education, vocational education, and trade materials, and they make the transitions and applications to BVT themselves. When their central focus is BVT in particular, such efforts are cumbersome and inefficient. A newsletter which identified directly relevant resources, disseminated successful practices, informed about federal and state policies and directions affecting vocational training for LEPs, reported research results, raised issues in need of resolution, and possibly published articles intended to motivate, could regularly meet the information and motivational

needs of both aspirants and existing programs that wish to develop further. The focus of production of such a newsletter, while possibly funded by OVAE wholly or in part, should be with an independent contracting agent, either a college, school system, state education department, service agency or consulting group so as to be competitively bid and thus draw from the highest quality of production. It is essential that the newsletter be structured in such a manner that it is responsive to the interests of practitioners. Such responsiveness is routinely insured by the representation of a diversity of constituent representatives on an editorial or advisory board, and that approach would be recommended.

A second mechanism suggested for consideration is the development and dissemination of a BVT Program Development Handbook. Such a handbook could assist programs in understanding what BVT is and in moving, through structured steps, into a BVT model. Since this kind of a tool would be standardized, and thus would not be responsive to the variety of circumstances in which aspiring programs find themselves, it would be limited in the skills it could build. It would, however, take interested programs beyond just the information stage and provide strategies and developmental steps to follow in implementing a BVT model. Moreover, the handbook could serve as a technical assistance or training guide for those technical assistance providers already in place, such as state or association staff who work with local programs. A potential framework for such a handbook is established from the workshop materials developed in prior OVAE contracts, from the Regional Meeting Guidebook of this project, and from the Technical Assistance Guidelines developed in this project for the on-site aspirant TA.

An existing resource that is to some extent useful in achieving objectives similar to those proposed for the Handbook is Strategies for Using External Resources in Bilingual Vocational Training Programs by Peterson and Berry,

cited earlier in this report. The Handbook we recommend, however, would be less conceptual and more directed toward: one, program self-analysis and systematic development tools and, two, those themes in which we have observed programs having the most "nuts and bolts" needs. The self-analysis tools might, for instance, include checklists for taking stock of one's own current resources and structures. Out of this self-analysis, areas of specific need could be pinpointed. Then practical, sequential steps for addressing those needs could be presented for program developers to follow. Another major feature suggested is that of the Handbook structure: namely, a loose-leaf binder, organized by BVT component. This would allow the Handbook, as part of an ongoing effort, to be updated in sections as new resources, materials, or strategies become available. It is our observation that for many program personnel, a manual structured in this manner is often more useful for day-to-day program changes contemplated than are more definitive-appearing textbook formats.

Federal support of regional BVT practitioners' networks is a third mechanism offered for consideration. These regional networks might be housed at operating OVAE-funded programs, one in each region, however delineated. The mission of each network would be to provide a structured forum for whatever support activities the members wanted to initiate and operate to address their own needs. They might publish their own newsletter, operate a clearinghouse of each others' materials and program strategies, pool together their staff development monies for a regional conference, hire outside consultants as necessary, organize for political action, seek regional support money for technical assistance activities, or generate their own innovative support strategies. The funding to the network director's agency could be considered as seed money, to support basic clerical, mailing, and part-time staff costs, and possibly the cost of one regional meeting annually. The cost of activities beyond the basic

operation would have to be borne by dues, fee-for-services bases, or obtaining their own outside funding. While the specific strategies might be left up to each region, they would be negotiated with OVAE before the issuance of a contract so that legitimacy of activities and appropriate accountability are assured. Through this mechanism, either information, skill development, other resource needs, or some combination thereof could be met, customized more so than in the standard approaches discussed above, though less so than in the customized on-site assistance given to the eight aspirants in this project.

The final alternative mechanism recommended is simply that which is already in place: to collect, catalogue, and make available for dissemination BVT curriculum materials. After funding sources, BVT curricula on specific skill areas and for specific language groups appear to be the single most commonly desired objects among service providers, based on our experiences in this TA effort. There is an absolute thirst for such resources and BVT programs would often be started or improved with them. This mechanism should be continued, and service providers around the country should be continuously informed of updated acquisitions lists and procedures and continuously reminded of the availablity of the materials.

Recommendation #5: OVAE should identify the unique problems associated with conducting BVT programs without OVAE funding, identify successful strategies in overcoming those problems, and disseminate both in a manner useful for local practitioners. At the time of this project's regional meetings, RMC staff began to recognize that non-OVAE-funded BVT programs often differed from the OVAE-funded efforts in self-identity. Directors of some non-OVAE-funded programs that closely resembled the BVT model would often say that they had no BVT program. While many of these practitioners recognized BVT as a federal program, they did not connect the name BVT with a methodology or an approach to

vocational instruction for LEPs; rather, they connected it with a source of funding. To these people, one could only have a BVT program if the program was funded by OVAE.

The fact that OVAE is virtually the only source of direct funding for BVT that calls the approach by that name seems to have created an impression that OVAE is a funder rather than a more general resource for assisting the vocational training of LEPs. As a result, local practitioners do not avail themselves to the many program improvement resources available.

Differences at the programmatic level exist as well. One important difference is staffing. OVAE-funded programs are often able to support all key staff under the same institutional roof. The vocational and language staff are likely to have the same direct supervisor. In non-OVAE-funded programs key staff may be funded from different sources and may even have different functional supervisors. For example, at the Oakland Chinese Community Council (OCCC) the vocational staff are actually employees of the local school district, and the persons with the most direct supervisory responsibilities for them are with the school district rather than with OCCC. The part-time VESL teacher is, on the other hand, paid directly by OCCC.

While the cooperative arrangement with the school district may actually be the only way OCCC can run its BVT program, this arrangement presents potential obstacles to effective program management. Coordination between the vocational and VESL components, so important in BVT programs and so highly stressed in the studies and guides spawned by the federal BVT effort, is no less necessary in the non-OVAE-funded programs but is often much more difficult. Non-OVAE-funded programs may have to create new strategies for coordination, or may simply have to settle for less well-coordinated and perhaps less effective, though still worthwhile, programs.

Another programmatic difference may lie in the number of staff. OVAE has provided support for program directors, instructional staff, counselors, aides, job developers, intake/assesment persons and support staff for its funded BVT programs. While these programs still operate on lean budgets and with intense demands on staff time, non-funded programs often must make do with less. Funding for aides, for example, is often possible for school system-based programs, but none of the CBO-based non-funded programs with which we worked could afford them. Again in the case of OCCC, when a translator was needed a multilingual clerical staff member was asked to help out. While this strategy may not be as pedagogically effective as one would like, it is a realistic response to the staffing constraints faced by these programs.

It is also clear that changes in funding source affect programmatic strategies in BVT efforts. This point is especially poignant when one considers the effects on BVT program design that JTPA funding may have. Our experience has been that JTPA is by far the most common funding source sought when OVAE funding can not be secured. While the peculiarities of JTPA funding change from state to state, and even from PIC to PIC (Private Industry Council), certain themes are consistent. For example, JTPA funding is nearly always performance-based. Providers are paid based on the number of their clients meeting certain milestones specified in the contract. Milestones commonly used are recruitment, admittance into program, completion of program, placement on a job, and retention of the job.

With funding based on these quantifiable outcomes, there can be strong pressure to screen out applicants who may have a more difficult time reaching the contracted goals. BVT programs, as federally conceived, are meant to serve those persons with language and skill barriers to employment in general. But certain groups of these people, for example non-literate Vietnamese fishers, Cambodian farmers, or Hmong weavers, are likely to have a more difficult time

achieving such designated milestones. What often happens is that assessment and intake strategies are used in the JTPA-funded programs to cull out these hard-to-serve clients. One national expert in BVT stressed strongly at the regional meetings that assessment in BVT programs should not be used for selection but only for informing program design. While such a sentiment is pedagogically and ethically sound, it may amount to programmatic suicide for some JTPA-funded BVT programs.

The conclusion here is that, even when non-funded programs are provided with information about and assistance in implementing the federal BVT models, these programs may have to develop some approaches and methodologies that differ from those commonly found in the federally-funded programs. The non-OVAE-funded programs are, in our estimation, still BVT and merit continued and increased assistance of the type provided in this project. Additionally, the particular contexts of these programs provide a rich resource of new promising practices for BVT providers and are worthy of further, more systematic investigation by OVAE.

Specifically, it is recommended that OVAE consider funding a study which would identify specific barriers to conducting BVT programs in line with the models it advocates. The Peterson and Berry book, Strategies..., cited earlier has addressed the issue of securing external resources, but has not pinpointed such issues as the JTPA one found by us. Perhaps other funding sources also have some press inconsistent with OVAE directions. Joan Friedenberg's study on The Condition of Vocational Education for Limited English Proficient Persons in Selected Areas of the United States[2] examined vocational services to LEPs that were conducted without OVAE funding. She did address such issues as the staff and agency coordination one, but did so in the

2. Columbus, OH: The National Center for Research in Vocational Education, 1987.

context of other issues and thus did not elaborate fully on the problems nor identify specific strategies to overcome them. As with Peterson and Berry's, Friedenberg's study does not address the potential conflicts arising from JTPA and other funding sources with OVAE's orientation.

Once the barriers in real program efforts are identified, then the discovery and analysis of strategies to overcome them should take place. The articulation of these strategies in case portrayals, written in straightforward program description style would be of benefit if disseminated to local practitioners. They would also serve as useful bases for training and technical assistance efforts such as those discussed earlier in this Section.

The foregoing description of differences between those BVT programs funded by OVAE and those not funded is not meant to imply that the differences in funding source are so fundamental that they must be treated entirely separately. Clearly the majority of program features would be common between the two groups. A study, analysis and portrayal following from the differences, however, could provide some practical tips and differentiated program development features in such a technical assistance vehicle as the Handbook described earlier.

Recommendation #6: <u>OVAE should maintain contact with and support of the eight aspirant programs which received on-site technical assistance in this project.</u> Serious efforts in initiating or further developing BVT programs have begun in each of the eight programs, substantial progress has been made in most, and a few actual programs are newly in place at this point. Lest that progress be lost, a small or moderate amount of support is warranted. These new programs, unlike the OVAE-funded ones, are not part of a formal network which provides ongoing technical and motivational support. A number of suggestions, each

requiring little cost, would appear to greatly increase the likelihood that those nascent efforts be sustained.

To begin, a simple letter could be sent from OVAE which acknowledges the programs' efforts and successes, which outlines the information and other services OVAE can offer, and which invites their use. Second, the programs could be added to the mailing lists for dissemination of any OVAE materials and information which it might provide in the near future. Third, OVAE might include the aspirant programs in the appropriate meetings held for the funded program staffs. If the funded programs pay for their travel to these meetings out of their BVT project budgets, perhaps OVAE could provide special funding for the travel of interested participants among the eight. Fourth, the aspirants who have developed materials and strategies which are in line with those submitted for compendia by OVAE could be invited to submit them also for inclusion in OVAE's collections. And fifth, contact by OVAE staff with the new programs to solicit their suggestions for services needed might lead to some avenues of assistance heretofore not developed.

APPENDICES

APPENDIX A

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APPENDIX C

Summary of Regional Meeting Agendas

SUMMARY OF REGIONAL MEETING AGENDAS

Day 1

9:00- 9:30: Registration and Coffee

9:30-10:00: Introduction and Welcome: Plan for the Day

10:00-12:00: Keynote Address: "Bilingual Vocational Training"
New York: Saul Sibirsky, Connecticut State Dept. of Education
Oakland & Houston: Joan Friedenberg, Nat. Cntr. Rsrch. Voc. Educ.

1:30- 3:30: Concurrent Sessions:
Assessing the Job Market
New York & Houston: Don Cichon, RMC
Oakland: Cindy Gimbert, RMC

Assessing Students
New York: David Nolan, RMC
Oakland: Linda Mrowicki, Northwest Educational Cooperative
Houston: Jeanne Lopez-Valadez, Northwest Educational Cooperative

3:45-5:00: Networks and Materials
New York, Oakland, Houston: Charles Harns, RMC

Day 2

8:45- 9:15: Registration and Coffee

9:15- 9:30: Plan for the day

9:30-12:00: Concurrent Sessions:
Private Sector Linkages
New York & Houston: Janet Reingold, J.R. Reingold & Associates
Oakland: Jill Herzog, J.R. Reingold & Associates

Coordinating the Language and Vocational Components
New York, Oakland, Houston: David Hemphill, San Francisco St. Univ.

1:30- 4:00: Repeat of 9:30-12:00 sessions

4:00- 5:00: Sources of Funding
New York & Houston: Don Cichon, RMC
Oakland: Cindy Gimbert, RMC

Day 3

8:45- 9:15: Registration and Coffee

9:15- 9:30: Plan for the day

9:30-12:00: Action Planning and Proposal Writing
New York, Oakland, Houston: Charles Harns, RMC

Afternoon: Site visits to BVT programs in Oakland and Houston

APPENDIX D

List of Regional Meeting Panelists

LISTS OF REGIONAL MEETING PANELISTS

NEW YORK CITY

Session #1: Keynote Exercise:

Saul Sibirski, Connecticut State Department of Education
Carmen Dominguez, Project Access, Chicago, IL
Ruth Petkoff, Employment Training Center, Arlington, VA

Session #2: Assessing the Job Market:

Donald Cichon, Research Management Corporation
Jesus Castro, HACER Inc., NYC

Session #4: Networks:

Ruth Petkoff
Janet Brand, Multifunctional Resource Center, NYC

Session #6: Private Sector Linkages (morning session):

Janet Reingold, J. R. Reingold and Associates, Washington, D.C.
Sue Lee, Chinatown Manpower Project, NYC
Barbara Schulman, NY Assoc for New Americans, NYC

Session #6: Private Sector Linkages (afternoon session)

Janet Reingold
Sara Su Ma, China Institute in America, NYC
Harvey Gordon, NY Assoc for New Americans, NYC

Session #7: Coordination (morning session)

David Hemphill, CBAE Project, San Francisco State University
Carmen Dominguez, Project Access, Chicago, IL
Karen Dionne, Community College of Rhode Island, Lincoln, RI

Session #7: Coordination (afternoon session)

David Hemphill
Elida Santana, Spanish Action Council, Waterbury, CT
Barbara Schulman, NY Assoc for New Americans, NYC

Session #1: Keynote Exercise:

Joan Friedenberg, National Center for Research in Voc. Educ., Columbus, OH
Richard Duran, Peralta Community College, Edith M. Austin Skills Center, Oakland, CA
LaVina "Dusty" Ward, Elk Grove Unified School District, Elk Grove, CA

Session #3: Assessing Students

Linda Mrowicki, Northwest Educational Cooperative, Arlington Heights, IL
Armando Segura ADELANTE, Berkeley, CA
Iris Wang, Charity Cultural Services Center, San Francisco, CA
Maria Teresa Ortiz-Kamkar, Edith M. Austin Skills Center

Session #2: Assessing the Job Market

Cindy Gimbert, Research Management Corporation, Dover, NH
Elma Jean Gameros, Arizona Bilingual Vocational Training Program Maricopa Technical Community College, Phoenix, AZ
Trudy Monzon, ADELANTE, Berkeley, CA

Session #6: Private Sector Linkages (morning session)

Jill Herzog, J.R. Reingold and Associates, Washington, D.C.
Lynn Hung, Chinatown Resources Development Center, San Francisco, CA
Art Alatorre, Edith M. Austin Skills Center

Session #6: Private Sector Linkages (afternoon session)

Jill Herzog
Marion Noble, Utah Technical College Skills Center, Salt Lake City, UT
Art Alatorre

Session #7: Coordination (morning session)

David Hemphill
Gail Shay, Arizona Bilingual Vocational Training Program, Maricopa Technical Community College, Phoenix, AZ
Vasnt Joshi, AJOB, Berkeley, CA

Session #7: Coordination (afternoon session)

David Hemphill
LaVina "Dusty" Ward
Gloria Arviso, Crownpoint Institute of Technology, Crownpoint, NM
Maria Teresa Ortiz-Kamkar, Edith M. Austin Skills Center

Session 8: Sources of Funding

Gail Shay
Iris Wang
Richard Duran

SESSION 1: Keynote Exercise

Daniel Munguia, Houston Community College, Houston, TX
Curtis Bradley, Florida International University, Miami, FL

SESSION 3: Assessing Students

Rose Pena, Houston Community College
David Pankratz, Project BEST, Oakton Community College, Des Plaines, IL

SESSION 6: Private Sector Linkages

Dan Munguia

SESSION 7: Coordination (morning session)

Curt Bradley
David Pankratz

SESSION 7: Coordination (afternoon session)

Frances Houle, Houston Community College

APPENDIX E

Sample Worksheet Used to Prepare for Host Site Visits

BVT TECHNICAL ASSISTANCE PACKAGE: VISIT TO OVAE-FUNDED BVT PROJECT SITE

Research Management Corporation

Worksheet: Preparing for the BVT Site Visit

1. List below the specific objectives you hope to accomplish on this site visit.

   A. _____

   B. _____

   C. _____

   D. _____

2. List below specific activities you would like to engage in at the site in order to achieve those objectives. If your desired activities differ from those already planned by the host, we can try to adjust schedules to accommodate as many of your needs as reasonably possible.

   Activities for Objective A:

   - _____
   - _____

   Activities for Objective B:

   - _____
   - _____

   Activities for Objective C:

   - _____
   - _____

   Activities for Objective D:

   - _____
   - _____

--- End of Worksheet ---

APPENDIX F

Sample Follow-Up Letter After Host Site Visits

RESEARCH MANAGEMENT CORPORATION
400 Central Avenue
Dover, NH 03820
(603) 742-6300

May 19, 1987

Ms. Jane Henry
Community Service Center
Refugee Assistance Center Program
220 South Ninth Street
Kansas City, Kansas 66101

Dear Jane,

It was a pleasure spending last Thursday and Friday with you, Gloria and Gail in Phoenix. It feels good to know that we're "off and running" with the technical assistance for your program. From your description of your Refugee Assistance Center, it's clear that you already have many of the fundamental features of a BVT program in place. Let me set down a few ideas here, from our discussions in Phoenix, about where the technical assistance for your program is headed and how we will proceed.

Your needs fall into two major categories. First, strengthening your current program, and second establishing a more secure base of operation for continuing the program. To address the first need, you will benefit from the on-site assistance of an experienced BVT program director in setting-up and refining operational procedures. This is Gail's role during her visit to your program June 1st and 2nd. The specific objectives to be accomplished, along with suggested activities to accomplish them, should be set out in advance by your project and discussed with Gail and me before the visit takes place. I will need a written copy of the plan by May 28th. Also addressing the first major area of need, we want to keep open the possibility of providing staff development training in BVT techniques to key personnel in your program. For the time being, this is seen as the least crucial need and no decisions need to made on this as of yet.

More important is addressing the second major area: estabishing a more secure base of operation for continuing your program. Let's call this general area of technical assistance "Gaining Needed Resources". We've already discussed what may be included in this effort, but let me review here to make certain we're marching in step and to add a bit more detail to the plan. I would come to KC some time in June and at that time we could meet with representatives of JTPA at your local PIC, with Carolyn Olson and/or Richard Russell at the Kansas State Department of Education, and with whomever at the State Department of Education is concerned with the use of both Carl Perkins vocational education funds, and with adult education funds. Through these meetings your program would become more aware of which sources of funds are most appropriate to pursue, and develop a prioritized plan for gainining access to these resources. I have attached a copy of my "JTPA Action Sheet"

Before these meetings take place, you would investigate other potential sources of funding, such as the State Employment and Welfare Departments, and the foundation sources listed on the printout you received in Phoenix. These sources would be included in our strategizing sessions as well. The next aspect (the second day) of the technical assistance would include a one day consultation/training session with a specialist in public sector/private sector partnership development. RMC would provide this consultant to work with you and with key senior staff in developing plans and approaches for tieing your training program closer to the needs of the private sector, and in gaining more support for your program through that sector.

Finally, on the third day, this technical assistance visit would be completed through the provision of a "proposal and grant writing workshop", conducted by myself and perhaps another RMC staff member, for staff you select. As much as is possible, the workshop would be geared towards the specific sources of funds that were identified as being of the highest priority. While your staff would write the proposals after the workshop (and perhaps partially during the workshop), RMC staff could review the proposals for you and help you revise them before they are submitted to the various funders. Again, the goal of this part of the technical assistance is to solidify your base of support and prepare you for "the slings and arrows of outrageous fortune", otherwise called "loss of current funding base".

I would like to suggest, tentatively, that this three day assistance visit take place June 10th, 11th and 12th. If it proves too difficult to meet with all of the necessary people on the first day, it may be possible for me to

all of the necessary people on the first day, it may be possible for me to arrive on the 9th and include some of the visits on the afternoon of that day. I realize that -- with the Phoenix visit, Gail's visit and this proposed visit -- you will have committed a great deal of your time to the technical assistance over a four week period. I do understand how difficult it is to commit so much time. However I think the payoff will be worth it, and that it is best to get started on this as soon as possible.

Jane, let me know what you think about this plan. I'll call you at the end of this week. Best regards to you and Gloria.

Yours sincerely,

Charles Harns
Staff Associate

Enclosure

APPENDIX G

Sample Technical Assistance Follow-Up Letter

RESEARCH MANAGEMENT CORPORATION
400 Central Avenue
Dover, NH 03820
(603) 742-6300

August 21, 1987

Ms. Raquel Snyder
Toledo Public Schools
Special Needs Department
Manhattan and Elm
Toledo, Ohio 43608

Dear Raquel,

It was a pleasure visiting with you, Flute and other Toledo Public School (TPS) staff on August 10th and 11th. Sorry about the delay in getting this report back to you, I had wanted to complete it within the week but it just did not prove possible. I want to take a minute here to follow-up on the visit, summarize our most important findings and action items, and pass on to you the results of some of the work I've completed so far.

Summary of Current Situation

TPS currently runs adult vocational classes in a variety of areas. While ESL is offered as an adult course, there are no VESL courses linked with the vocational instruction. Few, if any, instructional strategies are used in the vocational classes to make the instruction understandable for LEP students. It is thought that this situation intimidates and discourages potential LEP participants. The low enrollment of LEPs in the adult vocational classes may be in part, perhaps in large part, due to this situation. An additional explanation for the low enrollment of LEPs in the adult vocational classes is the lack of an energetic LEP-focussed recruitment effort. Finally the adult vocational classes require tuition from the students, usually in the fifty to eighty dollar per course range. For many LEPs, particularly those using public assistance, the cost may be an additional factor discouraging their attendance.

The private sector is actively involved in TPS' vocational programs through their representation on a number of advisory committees, many serving the secondary level programs. These committees are mandated by law in Ohio. Certain vocational programs, for example the secondary robotics program, have forged direct links with employers in the private sector and have successful job placement rates for program completers.

General Plan for Providing BVT

The Clients

TPS is targeting Hispanic LEPs who are currently using public assistance as clients for the BVT program. It is thought that there is a substantial number of people in this situation in Toledo, however hard data seem to be unavailable.

The Vocational Training Areas

In the BVT proposal submitted to OVAE, TPS identifed several potential areas in which there was both a demonstrated job market need and a capacity of TPS to deliver such training. These areas were:

- Business and office education,
- Auto Mechanics,
- Food Service,
- Machine Shop,
- Home Health Aid, and
- Retail Services.

TPS has experience training in all of these areas. While the OVAE proposal presents a plan for a very comprehensive BVT program, the thrust of the current effort is for a smaller, more highly-focussed program with training in a limited number of skill areas that are most closely linked with current job market needs, and with the financial needs and employment preferences of the prospective participants.

Integration of the BVT Program into TPS' Current Organizational Structure

TPS recognizes that a BVT program will be substantially different from the current programs it now run. Additional special staff will be needed. New approaches to recrutiment, instruction and job placement must be learned and used by the new program's staff. The program's timing and content will need to be tailored to fit the needs of the adult LEP public assistance recipient. Special funding must be found and it would appear that the JTPA special funds for serving those with special barriers to employment, available through the Toledo PIC, would be the most appropriate and available source. Funding for such programs is made available throughout the year from PIC.

While recognizing the special characteristics of a BVT program, TPS would like to draw on their existing expertise and resources as much as is possible. Existing vocational classrooms would be used. If possible, current vocational and English language instructors would be the program's instructors, if they were available to teach the extra hours. The Special Needs Division, the Adult Education Department, and the Vocational Education Department supervisory staff would all be involved in the program's development and implementation. The primary responsibility for the program would rest with the Special Needs Division.

The Scope of the Project

The project should be considered a pilot and should strive for quality over quantity the first time through. The program could be repeated and enlarged if successful. Training no more than 30 people, in a program with two vocational skill areas and a 12-20 week cycle, seems sensible.

Special Problems Recognized

Three major types of obstacles to the participation and successful completion of the progam by disadvantaged LEPs will have to be overcome. First, the disadvantaged LEP community must be made aware of the program, and they will have to be involved in the planning of the program's goals and objectives. This will require a creative and comprehensive promotion campaign targeted at the program's specific clientele, and it will also require that a specific strategy

be developed for including the LEP community in the program's planning and operation. Second, strategies must be developed to make entrance into the program attractive to the disadvantaged LEP. Disincentives to entering or completing such a program, such as the loss of medical coverage through public assistance, must be recognized and overcome with a variety of strategies. Third, strong links with the private sector must be developed to insure that many of the program's completers actually secure and retain employment in their field of training. While the areas for training identified to date (for example, cashiering and food service) may have a relatively large number of current vacancies in the Toledo area, it is also likely that there is large turnover in these professions and that there are many non-LEP people in the job market who have those skills and who are looking for work.

To overcome these obstacles TPS will need to form strong links with local Hispanic community-based organizations (CBOs), and will also need to have very strong staff capabilities in outreach, participant recruitment, intake and assessment, and job development and placement. Perhaps the best way to meet all of these needs is for TPS to subcontract with a CBO to provide those services. The CBO would be brought on board early, and would be a partner in developing the program's goals and objectives. The contract with the CBO would be performance-based, mirroring the JTPA performance criteria that TPS would be accountable for in the contract as a whole. Here's an example of how that might work -- and I want to stress that the scenario outlined below, as well as the attached budget and described training plan, are only examples. The requirements of your PIC and the needs of your school system, the CBO partner, and the client community will dictate the final form of the project and the final financial arrangement.

Let's assume TPS negotiates a JTPA contract based on a $3000.00 per participant training cost, for a projected 30 participant program. The total cost of the contract would then be $90,000. Also assume the contract calls for these milestones for reimbursement: 25% up-front funding from JTPA, 25% for recruitment (enrollment) criteria met, 25% for successful completion of the training, and 25% for successful (30 days on the job) placement. Let's also assume that TPS' sub-contract with the CBO for their provision of a staff person to handle outreach, recruitment, intake and assessment, and job development and placement, comes to an amount equal to 19% of the total project budget. This means that the CBO would receive 19% of the 25% up-front funding [.19 x (.25 x $3,000) x 30], or $4,275, when the project begins. Similarly, they would receive $4,275 if all recruitment performance criteria were met, $4,275 again if all successful completion-of-training criteria were met, and finally $4,275 if all successful placement criterial were met. In total, if all the performance-based criteria were met by the CBO contracting to TPS, then the CBO would receive their full 19% of the $90,000 contract, or $17,100.

This type of arrangement would be helpful in many respects. First, it strengthens the project by having a Hispanic CBO involved from the start in formulating the project's goals and objectives, as well as part of its operating procedures. Second, it obviates the need for TPS to hire a staff person to handle the outreach/recruitment/intake/assessment/job development and placement tasks, which would be difficult considering the complexity of the tasks and the short (initially five month) commitment that TPS could give to that person as an employee. Third, it gives TPS a direct link to the client community through a well-established grass-roots organization. Next, it strengthens the commitment of the CBO to the project, as only the services that are successfully provided are reimbursed. Finally, it lowers the financial risk of TPS in the performance-based contract.

Actions Needed

Although things look promising for starting a new BVT program in TPS in the near future, a great deal of work lies ahead. Here are some of the tasks that need to be done and the program areas that need to be developed.

Needs Assessment

Raquel:
- Follows up on leads given by Susan Erhman, Ohio Department of Human Services, for documenting size and characteristics of LEP Hispanics on public assistance.
- Integrates these findings with information from other sources, including Hispanic community group leaders and members.
- To be completed before JTPA proposal is writtten.

Job Market Assessment/Selection of Areas for Training

Although you based the OVAE proposal on current job market information, the new conceptualization of the program will require further investigation and refinement. Because the JTPA contract, if awarded to TPS, will be performance-based (although less stringently so than many JTPA contracts), and because the participants will be most likely to participate in a program that is cost effective for them considering their loss of public assistance benefits upon employment, you will need to identify areas of training in which:

- Jobs for your clients are available in relatively large numbers, and,
- Entry level employment offers pay and/or benefits great enough to make the loss of public assistance benefits sensible.

Among the actions needed are the following:

Raquel:
- Confer with Marcia Serio at PIC to discover the areas of training PIC has identified as most needed in the Toledo area.
- Integrate this information with information from your previous assessment, and with your knowledge of TPS' capacity to deliver training in those areas. Choose three or four likely areas.
- Survey employers in these areas to discover: 1) entry pay levels and benefits, and opportunities for advancement, and 2) need for new employees, and 3) their willingness to work with you in placing your participants in jobs.
- Compare levels of pay and benefits with the value of public assistance the participants will be foregoing if they accept employment.
- Confer with Hispanic community group leaders and members about your findings and your plans, and get their reaction to the possible areas of training.
- Choose 2 areas of training for your pilot BVT project.
- Complete this process before writing JTPA proposal.

Securing Funding and Support

Raquel:
- Gets letters of support from Hispanic community groups, employers and the Ohio Department of Human Services. Begins during the Job Market Assessment and must be complete by the time the proposal is submitted to JTPA.

Chuck: - Creates a first draft budget and time plan for the program. (Enclosed with this mailing).

Raquel: - Writes a proposal to JTPA based on the findings above and according to the outline developed during our meeting. The proposal should incude a clear and concise statement of the program, its goals, measurable outcomes, and its clients. (Sent to Raquel 8/27).
- Passes the proposal to me (on Appleworks disc) for review by the end of August.

Chuck: - Reviews and revises the proposal.
- Returns to Raquel within 10 days.

Chuck: - Identifies foundations that might be likely to contribute support for covering the health insurance costs of public assistance recipients during a transition from medicare/medicaid to employer-provided health care insurance.
- Gets information to Raquel in early September along with the revisions of the proposal. If appropriate, reference will be made to this strategy in the JTPA proposal.

Raquel: - Submits proposal to JTPA in early September.

Flute: - Gets Board of Education endorsement for the idea of a BVT program at first meeting in September.

Strengthening the Recruitment and Job Development Component

Chuck: - Refers names of practitioners workbooks on recruitment, and related documents, to Raquel.
(Enclosed with this mailing)
- Monitors the possiblity of providing further on-site training/ technical assistance in developing a sound recruitment strategy to TPS.

Raquel: - Contacts several Hispanic CBOs to explore sub-contracting arrangement.

Other

Chuck: - Monitors the possiblity of providing on-site staff development training for the new BVT project instructional and support staff. (Decision to be made by mid-September).

The Budget and Training Plan

I have attached a first run-through of a budget (on Appleworks, for your easy revision). I spoke with Ms. Serio on the 13th and she advised me that there are no matching fund requirements for this type of proposal. She stressed, however, that a proposal which shows significant in-kind support would be more likely to get funded. I have included some of the TPS in-kind support that seemed possible to me, but we should discuss this further before you and Flute develop your final budget. I want to stress that this budget is not presented as a recommended one, but only as an example. You, Flute and the TPS staff most directly responsible for such contracts must sit down and revise

it based on your needs. Of course, no final budget can be developed until all of the particulars of the program are finalized.

The budget presented is based on a single cycle of training with two vocational skill areas. The actual instruction time was estimated at 16 weeks, instructor time was estimated at 18 weeks to allow for preparation and staff development, and administration and outreach/job development-placement time was estimated at 24 weeks to allow for adequate preparation, recruitment and follow-through. The budget also assumes that the two vocational instructors are current TPS employees and that TPS will cover their fringe benefits. Additionally, the VESL instructor and the teachers' aide are estimated at full time, covering the participants from both vocational classes, which I assumed would be taught non-simultaneously.

Raquel, I feel that we're really on the way to having a pilot program up and running in the near future. While a lot of work lies ahead, there is now light at the end of the tunnel and I am excited about the prospects for the Toledo BVT program. You should feel free to contact me at any time with any concerns or questions you have. I look forward to talking with you again soon.

Best wishes

Charles Harns
Staff Associate

Enclosure: - Draft JTPA budget, hard copy
- Reference information for manuals on job-development
- Appleworks Disc with budget file

APPENDIX H

Flatbush Development Corporation Recruitment and Intake Forms

Proposed Recruitment and Intake Schedule
for
FDC's Word Processing/Data Entry Bilingual Vocational Training Program

OBJECTIVE	ACTIVITY	WHEN	WHO
1. RECRUIT TRAINEES	A. General Publicity		
	- Prepare trilingual flier. (See Attachment 1.)	7/1 - 7/10	DLT, JM
	- Distribute fliers to FDC clients.	7/10- 8/28	DLT, Co
	- Post fliers in neighborhood social service centers, welfare and food stamp offices, etc.	7/10 - 7/31	Co
	- Mail flier to voluntary agencies and other refugee service providers.	8/1 - 8/7	Staff
	- Send out native language Public Service Announcements to local Chinese, Vietnamese, Khmer radio programs.	8/1 - 8/15	Truong
	B. Recruiting Former Clients & Neighborhood Residents		
	- Prepare list of FDC 86-87 clients who expressed interest in Employment (E) & Voc. Training (VT) at intake.	7/16	Truong
	- Call those clients. (See Attachment 2.)	7/17 - 8/31	Truong, Co
	- Visit homes of clients who are new to neighborhood or to FDC.	7/17 - 8/31	Truong, Co
	- Make second call, if necessary, to set up appointment for clients to come in to fill out application and bring in documentation.		
2. COMPLETE INTAKE, ASSESSMENT AND SELECTION	A. Intake		
	- Applicant fills out application and documents are copied.	August	Nari
	B. Assessment		
	- Interview applicants. (See Attachment 3.)	9/1 - 9/11	Truong & Teachers, if hired
	- Assess applicants' English skills with JOHN test.	9/14 -9/18	VESL Tchr
	- Administer typing test.	9/14 - 9/18	Voc. Tchr
	C. Selection		
	- Project Director, Job Developer, Instructors meet to select training participants.	9/21	Committee
	- Notify applicants of results of assessment and selection process. (Refer those not accepted to other programs, if appropriate.)	9/22 - 9/25	Truong

ATTACHMENT 1
Sample English Version of Publicity Flier

LEARN A SKILL
LEARN JOB ENGLISH

FIND A JOB USING COMPUTERS

Word Processing and Data Entry Training Program

For Whom?	Refugees
Where?	Classes at **Brooklyn College** Registration at Flatbush Development Corporation
When?	October to December, 1987
Why?	Learn typing, word-processing, and data entry Learn English for office jobs Bilingual counselors will help you find a job using your skills
Who can apply?	Refugees who can type 20 words per minute and know some English
How much money?	Classes are free. Stipend is available.
How do I apply?	Visit **Flatbush Development Corporation** **1418 Cortelyou Road** **Brooklyn, NY 11226** Or call Truong at (718) 469-8990

Attachment 2.a.
BVT PHONE RECRUITMENT
EXPLANATION

All 1986-87 FDC refugee clients who at intake expressed an interest in seeking employment or attending vocational training will be contacted by phone. The phone call will be used to inform the client of the upcoming training program and check if the client is interested in such a training program. Truong settled on asking the following questions over the phone:

1. Are you interested in attending a word processing and data entry training program?
2. If yes, what do you want to do after graduation?
3. Can you type?
4. Would morning or afternoon classes be more convenient for you?
5. Do you have any problems which would make it difficult for you to attend classes?

Attachment 2.b. provides a sample form which could be used to record the clients' responses. Since no space was left for the answer to question 2, this could be filled in under comments. "Intake Appt." is a space for you to record the date you suggested the applicant come in for intake. If the applicant does not show up during that week, you may want to follow up with a second phone call to find out why he or she did not show up.

This first phone call can also be used to give interested clients some basic information about the program, including:

1. Description of program (types of classes, job placement component)
2. Schedule (days, hours, length of program in months)
3. Tentative starting date
4. Entry requirements
5. Date and place to apply.

Attachment 2.b.

Phone Recruitment of BVT Program Trainees

Name	Phone	Interest at Intake			Interested in Training				Typing	Best Time		Problems Preventing Attending Training	Intake Appt.	Comments
		E	VT	Othr	Yes	Maybe	No	Why not	wds/min.	AM	PM			

H-4

Attachment 3

Sample Intake Interview Questions

1. How did you hear about the program?

2. Why do you want to attend this vocational training program?

3. Can you attend classes from 9:00 am to 3:00 pm during the week? (or change this to make it agree with your class schedule)
yes no Problems: _____

4. What do you want to do after you graduate?

5. What kind of job do you want after you graduate?

6. How much money do you expect to make per hour?

7. We are training people for entry level jobs which pay between _____ and _____ dollars/per hour. Is this enough money for you to support yourself (and your family)?

8. Do you have any experience....
working on a computer yes no explain _____
working in an office yes no explain _____

9. Can you type? yes no
If yes, how many words per minute can you type?

10. Can you sit for a long time? yes no

Possible Interview Questions (continued)

11. What kind of problems have you had in finding work? (Circle those that apply and explain.)
a. Family responsibilities (child care, care of husband or wife, etc.)

b. Health problems

c. Drug problems

d. Transportation problems (job openings too far from your home, etc.)

e. Employers think that I am too old

f. Employers think that I am too young

g. No openings for my skills

h. Lack of skills

i. Lack of education or high school diploma

j. Employers racial discrimination or prejudice

k. Difficulties in speaking and understanding English

l. Difficulties in reading and writing English

m. Other (Explain) _____

* * *

The following questions you may want to leave for the first job development/counseling interview you do with trainees AFTER they are already attending classes.

a. Do you want a full-time job?
b. If a full-time job is not available, will you take a part-time job?

* * *

Explain to the applicant and then check off:

___ Program schedule (days, hours, length in months)
___ Description of program (types of courses and job placment activities)
___ Stipend
___ Tentative starting date
___ Date to return for:
English test
Typing test